

Audit

Report



TRAINING AND DOCTRINE COMMAND SERVICES AND SUPPORT
PROVIDED TO MEMBERS AND EMPLOYEES OF CONGRESS

Report Number 98-183

August 7, 1998

Office of the Inspector General
Department of Defense

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Acronyms

OCLL
TRADOC

Office of the Chief of Legislative Liaison
Training and Doctrine Command



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202

August 7, 1998

MEMORANDUM FOR AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Audit Report on Training and Doctrine Command Services and Support
Provided to Members and Employees of Congress (Report No. 98-183)

We are providing this audit report for Department of the Army information and use. We considered management comments on a draft of this report in preparing the final report. This audit was performed in response to congressional requests and copies of the report are being forwarded to the requesters.

Comments on the draft conformed to the requirements of DoD Directive 7650.3 and left no unresolved issues. Therefore, this report requires no further comments.

We appreciate the courtesies extended to the audit staff by the Department of the Army, House Counsel, and Senate Counsel. Questions on the audit should be directed to Mr. Thomas F. Gimble at (703) 604-9001 (DSN 664-9001) or Ms. Deborah L. Carros at (703) 604-9010 (DSN 664-9010). See Appendix I for the report distribution. The audit team members are listed inside the back cover.

A handwritten signature in black ink, reading "Robert J. Lieberman", is positioned above the typed name.

Robert J. Lieberman
Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 98-183
(Project No. 7RD-5016.01)

August 7, 1998

Training and Doctrine Command Services and Support Provided to Members and Employees of Congress

Executive Summary

Introduction. The audit was performed in response to two congressional requests concerning the assignment of military officers and civilian employees to work for Congress, and the use of Army training facilities and services by congressional members and staff. This report addresses 49 trips made by congressional delegations to meet with Army Training and Doctrine Command headquarters personnel from 1993 through 1997.

Audit Objectives. The primary audit objective was to determine whether the Army Training and Doctrine Command provided personnel, facilities, and services to train congressional members and employees in accordance with DoD policies and procedures. In addition, we assessed DoD management controls, practices, and procedures for providing congressional travel support.

Our response to congressional concerns regarding DoD policies and procedures for assigning military and civilian personnel to Congress is in Inspector General, DoD, Report No. 97-186, "Review of Military and Civilian Personnel Assignments to Congress," July 14, 1997.

A separate response addresses congressional concerns about the duties performed and responsibilities that DoD personnel held on congressional assignment and whether DoD personnel assigned to Congress had engaged in partisan political activity. Our review of those issues involved interviewing the DoD individuals that we identified as assigned to Congress during FY 1996.

Audit Results. Our analysis of 49 congressional trips to headquarters, Training and Doctrine Command, from 1993 through 1997 determined the following:

- 44 congressional visits were for routine oversight and orientation briefings normally provided to visiting congressional members and others on a nonreimbursable basis, and
- the Army incurred costs of about \$15,000 for 5 congressional visits that primarily provided training in strategic planning and other organizational concepts for congressional members and staffs and that we believe should have been provided on a reimbursable basis.

DoD Directive 4515.12, "Department of Defense Support for Travel of Members and Employees of the Congress," December 1964, requires DoD Components to assess the purpose of planned congressional visits and to ascertain whether reimbursement is appropriate before the visits are arranged. In five instances, the Army inappropriately

provided nonreimbursable support for congressional members and their staffs to receive training because Army personnel did not properly assess the purpose of congressional travel requests to determine who should have funded the visits to the Training and Doctrine Command before incurring nonreimbursed travel and support costs. According to interviews with responsible officials, no formal procedures within the Army required such assessments, and the Army was unable to document that the assessments were made, where required, for any of the 49 trips we reviewed.

Summary of Recommendations. We recommend that the Army implement existing DoD policies governing requests for DoD travel support from members and employees of Congress and establish procedures for better management controls over review and approval of travel requests.

Management Comments. The Office of the Chief of Legislative Liaison, Department of the Army, concurred with the recommendations. He affirmed that the current procedures of the Army fully comply with the guidance contained in DoD Directive 4515.12 when reviewing and approving nonsponsored and sponsored nonreimbursable travel requests. In addition, the Chief of Legislative Liaison briefs the Secretary of the Army weekly on all proposed travel. The Office of the Chief of Legislative Liaison distributes a weekly travel report listing all proposed travel for members and their employees to the Office of the Secretary of Defense and the Secretary of the Army. See Part I for a summary of management comments and Part III for the complete text of the comments.

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Part I - Audit Results

Audit Background

On October 22, 1996, Representatives Patricia Schroeder (D-Colorado), Esteban Torres (D-California), George Miller (D-California), David Minge (D-Minnesota), and Barney Frank (D-Massachusetts) requested that the Inspector General, DoD, investigate the recruitment and assignment of DoD personnel working for the Speaker of the House, Newt Gingrich, and to review the House Speaker's use of Army personnel and facilities to train congressional members and employees. The representatives were specifically concerned about the Speaker's use of Army Training and Doctrine Command (TRADOC) services. The representatives also requested that the Inspector General examine the policies and procedures governing personnel assignments to Congress and DoD support for congressional training. The representatives expressed concerns about whether the assignment of DoD personnel to Congress was proper and whether DoD personnel had engaged in partisan political activity. On November 1, 1996, Senator Charles E. Grassley (R-Iowa) endorsed the representatives' request and requested that our review include an examination of the policies and procedures governing DoD personnel assignments to Congress. See Appendix B for the congressional correspondence.

In the report accompanying the Senate's version of the National Defense Authorization Act for FY 1997, the Senate Armed Services Committee expressed concern about the increase in the number of Military Department personnel working for Congress. The Committee directed the Secretary of Defense to review how legislative fellowship programs and details are managed and to report to the Committee by May 1, 1997. In response to the Committee's request, the Assistant Secretary of Defense (Force Management Policy) directed the Military Departments and Defense agencies to identify the personnel assigned to Congress during FY 1996.

Our response to congressional concerns regarding DoD policies and procedures for assigning military and civilian personnel to Congress is in Inspector General, DoD, Report No. 97-186, "Review of Military and Civilian Personnel Assignments to Congress," July 14, 1997.

This audit report addresses congressional concerns regarding the use of Army personnel, facilities, and services to train members and employees of Congress at TRADOC. Accordingly, we identified 49 trips made by congressional delegations to meet with headquarters, TRADOC, personnel from 1993 through 1997.

A separate response addresses congressional concerns about the duties performed and responsibilities that DoD personnel held on congressional assignment and whether DoD personnel assigned to Congress had engaged in partisan political activity. Our review of those issues involved interviewing the individuals that we identified as assigned to Congress during FY 1996.

Audit Objectives

The audit objective was to determine whether TRADOC provided personnel, facilities, and services to train congressional members and employees in accordance with DoD policies and procedures. In addition, we assessed DoD management controls, practices, and procedures for providing congressional travel support. Appendix A discusses the audit scope and methodology and the results of the management control program review.

DoD Support for Congressional Travel to TRADOC Facilities

Our analysis of 49 congressional trips to TRADOC facilities from 1993 through 1997 determined the following:

- 44 congressional visits were for routine oversight and orientation briefings normally provided to visiting congressional members and others on a nonreimbursable basis, and
- the Army incurred costs of about \$15,000 for 5 congressional visits that primarily provided training in strategic planning and other organizational concepts for congressional members and staffs and that we believe should have been provided on a reimbursable basis.

In five instances, the Army inappropriately provided nonreimbursable support for congressional members and their staffs to receive training because the Army did not effectively implement policy or establish procedures to ensure that support for congressional travel was in accordance with DoD Directive 4515.12, "Department of Defense Support for Travel of Members and Employees of the Congress," December 1964. Specifically, Army personnel did not properly assess the purpose of congressional travel requests to determine who should have funded the visits before incurring nonreimbursable travel and support costs. According to interviews with responsible officials, no formal procedures within the Army required such assessments, and the Army could not document that they were made, where required, for the 49 trips that we reviewed.

DoD Guidance on Support for Congressional Travel

DoD Directive 4515.12. DoD Directive 4515.12 prescribes DoD policy regarding transportation support for members and employees of Congress. The Directive also prescribes procedures and assigns responsibility for approving and coordinating requests for transportation from members and employees of Congress.

Policy. DoD Directive 4515.12 states that DoD will provide support for congressional travel "upon request of the Congress pursuant to law or where necessary to carry out the duties and responsibilities of the DoD." In the first case, the travel is considered to be nonsponsored and nonreimbursable. In the latter case, the travel is considered to be sponsored, nonreimbursable travel. The Directive further states that DoD will sponsor congressional travel "only where the purpose of the travel is of primary interest to, and bears a substantial relationship to programs or activities of the DoD." The Directive assigns responsibility for assuring compliance with policy and procedures to the Assistant Secretary of Defense (Legislative Affairs).

DoD Support for Congressional Travel to TRADOC Facilities

Among the policy considerations for supporting the travel of members and employees of Congress are:

- the necessity for presenting the legislative program of DoD and for responding to inquiries and investigations of Congress;
- the contribution that DoD support may make to the Defense effort and the exercise of congressional responsibilities with respect to that effort; and
- prudent use of DoD transportation resources.

The Directive also includes travel for the purpose of orientation or familiarization with the programs and activities of the Department (for either new or longstanding members of Congress and their staffs) as an example of a permissible type of sponsored, nonreimbursable travel. In practice, the sponsorship extends both to the travel costs and to the expenses of the orientation or familiarization program.

Procedures. DoD Directive 4515.12 states that DoD may provide nonreimbursable support¹ for congressional travel, which involves the use of military transportation, as a result of an official request by Congress to DoD or by an official invitation extended by the Secretary of Defense or by the Secretaries of the Military Departments. Nonsponsored travel is travel authorized as a result of an official request by Congress to DoD. Sponsored travel is travel authorized as a result of an official invitation issued by the Secretary of Defense or the Secretaries of the Military Departments. The DoD may support congressional travel on a reimbursable basis when the travel is of official concern to Congress. The Directive states that DoD will grant nonsponsored, nonreimbursable congressional requests for DoD travel support when the written request is submitted over the signature of a committee chairman, indicates the individuals and itinerary involved, and states that the purpose of the travel is of primary interest to DoD, and that expenditure of funds is authorized by Title 31, United States Code, Section 22a (now 31 U.S.C. 1108(g)) or other provision of law. Further, only the Secretary of Defense or the Secretaries of the Military Departments may extend official invitations for sponsored congressional travel to DoD facilities, and those invitations will be nonreimbursable "subject to such limitations necessary to carry out the policies stated in this Directive as the Secretary of Defense may from time to time prescribe."

Training and Doctrine Command

The TRADOC is one of 14 major Army commands. The TRADOC mission is to prepare the Army for war, design America's Army for the future, and ensure the TRADOC capability to execute its mission. The TRADOC is responsible to train,

¹The Directive defines nonreimbursable DoD support as travel costs that are borne by the DoD Component concerned.

DoD Support for Congressional Travel to TRADOC Facilities

establish doctrine, and provide combat development for the Army. Headquarters, TRADOC, Fort Monroe, Virginia, oversees 27 training facilities nationwide. The TRADOC personnel stated that training courses are not held at headquarters, TRADOC.

Congressional Visits to TRADOC Facilities

Congressional members, their staff, professional staff members, and others made 49 trips to meet with Headquarters, TRADOC, personnel from February 1993 through June 1997 (see Appendix C for details on each of the 49 visits). The Army did not effectively implement DoD policy governing congressional travel support on 5 of those 49 congressional visits because the Army provided sponsored, nonreimbursable travel support for congressional delegations to receive training at Army facilities without determining whether the purpose was of primary interest to and bore a substantial relationship to DoD programs or activities. DoD Directive 4515.12 states that the Department may provide sponsored, nonreimbursable congressional travel support only when the purpose of the travel is of primary interest to DoD programs or activities.

Visiting Congressional Delegations Received Training. We analyzed internal TRADOC documentation and determined that during 5 of the 49 congressional visits, the congressional delegations received training on principles of doctrine development, information management, and organizational staffing. The Office of the Speaker of the House requested the visits for the congressional members, their staff, and others to obtain the training from TRADOC personnel. The Army provided sponsored, nonreimbursable travel, training support, or both for those five congressional training seminars. Because the Army Office of the Chief of Legislative Liaison (OCLL) did not retain travel records for four of the trips (one trip did not require travel support), we could not document whether the Army assessed the travel requests to determine whether nonreimbursable travel support was appropriate. Interviews with responsible OCLL officials determined that no formal procedures within the Army required such assessments. Our analyses of internal TRADOC documentation and interviews of TRADOC personnel indicated that the visits primarily provided training seminars for the congressional delegations, and the seminars did not appear to be related to normal congressional oversight issues or of primary interest to a DoD operation, program, policy, or budget item. See Appendix C for examples of visits that are related to normal congressional oversight issues.

- Three congressional training seminars took place at headquarters, TRADOC, in March 1995 (attended by two congressional staff members), in August 1995 (attended by one Representative, six staffers, the Executive Director of the House Republican Conference, and the president of the

DoD Support for Congressional Travel to TRADOC Facilities

Congressional Institute²), and in November 1995 (attended by five Representatives, four staff members, and the president of the Congressional Institute).

- Headquarters, TRADOC, personnel conducted one congressional training seminar at a TRADOC facility at Fort Leavenworth, Kansas, in April 1995 (attended by five staff members).
- Headquarters, TRADOC, personnel conducted 1 congressional training seminar at Fort McNair, Washington, D.C., in March 1996 (attended by 1 Representative and 18 staff members).

Orientation and familiarization travel and briefings are often provided by the DoD to members and employees of Congress on a non-reimbursable basis when such activities are related to presenting the DoD legislative program, responding to congressional inquiries and investigations, and assisting Congress in the exercise of its responsibilities with respect to the Defense effort (see Appendix C for examples). However, in five visits, our review found different purposes for the information sought and an educational process that included briefings and practical exercises geared to the application of military concepts to congressional and political organizations and operations.

The five congressional visits to Army facilities were to receive training on TRADOC chief of staff functions and principles of information management, operational art of war, doctrine development, and staff organization. The nature of the briefings and details regarding each visit follow.

Chief of Staff Functions and Information Management. In March and April 1995, TRADOC personnel provided training to employees of Congress on TRADOC chief of staff functions and principles of information management.

March 1995 Congressional Visit to Headquarters, TRADOC. In March 1995, TRADOC personnel provided training to the House Speaker's chief of staff and special assistant on TRADOC chief of staff functions and principles of information management. The TRADOC Assistant Chief of Staff and the Fort Eustis Chief of Staff presented briefings regarding TRADOC chief of staff information management methods for disseminating information, methods of obtaining feedback and distributing tasks and ways to share ideas, and the use of automation to facilitate the exchange of information among staff members. A February 1995 internal memorandum from TRADOC congressional liaison personnel states that "[Speaker] Gingrich wants to automate/link all House offices" and that the Speaker wanted to review the Army mode of operations. Briefing charts used for the chief of staff training segment addressed TRADOC-specific chief of staff duties, supporting objectives, structure, and staff processes. A briefing chart used for the information management training segment stated that the focus of the training was management techniques and tools including

²The Congressional Institute is a not-for-profit corporation established in 1987 to assist members of Congress in organization and education for their intellectual and social benefit and to provide educational information about Congress to the general public.

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information sharing, goals, integration, and teamwork. Other briefing charts addressed using information management to achieve organizational objectives and explaining the elements and systems that comprise the TRADOC communication process. Our analysis of internal TRADOC documentation and interviews of TRADOC personnel indicated that the visit primarily provided a training seminar for the congressional delegation and did not appear to be related to normal congressional oversight issues or to be of primary relevance to a DoD operation, program, policy, or budget item.

April 1995 Congressional Visit to TRADOC Facility. In April 1995, the House Speaker's chief of staff, the chief of staff's executive assistant, an advisor to the Speaker, and two special assistants visited the TRADOC facility at Fort Leavenworth to receive training on principles of information management. The TRADOC personnel provided the Speaker's staff with briefings on the battle command battle laboratory³ and on strategic thinking. TRADOC personnel stated that the battle command battle laboratory briefings were similar to the March 1995 training on information management principles. However, the April training was more tailored to an operational level for the staff of the Speaker's chief of staff. Briefing topics included Army communication methods and use of automated methods among staffs. Strategic thinking briefings presented TRADOC methods for developing goals and obtaining objectives. Briefing charts used for the battle command training segment define battle command as "the art of battle decision making, leading, and motivating soldiers and their organizations into action to accomplish missions." Another briefing chart states that the battle command battle laboratory mission is to "integrate information technology, doctrine, leader development, training and organizational systems to improve the art of command and flow of timely, accurate and relevant information to commanders and their support teams." Our analysis of internal TRADOC documentation and interviews of TRADOC personnel indicated that the visit primarily provided a training seminar for the congressional delegation and did not appear to be related to normal congressional oversight issues or of primary interest to a DoD operation, program, policy, or budget item.

Operational Art of War, Doctrine Development, and Staff Organization. In August and November 1995 and in March 1996, TRADOC personnel provided training to Republican members and employees of Congress regarding principles of operational art of war, doctrine development, and staff organization. See Appendix D for TRADOC briefing charts used to train the congressional delegations on the principles of operational art of war and doctrine development.

August 1995 Congressional Visit to Headquarters, TRADOC. In August 1995, TRADOC personnel provided training to Representative Peter Hoekstra (R-Michigan), six members of Republican

³Battle command battle laboratories are established for higher headquarters organizations to experiment with changing methods of warfare to maintain the edge of the Army on the battlefield.

DoD Support for Congressional Travel to TRADOC Facilities

congressional staffs, the Executive Director of the House Republican Conference⁴, and the president of the Congressional Institute on principles of doctrine development and the operational art of war. Internal TRADOC documentation for the August 1995 visit states that the "group attending represents Speaker Gingrich's 'Majority Planning Group' that the Speaker wants to act as a TRADOC" [by emulating good management practices of the Army]. A visit itinerary documented the purpose of the congressional training as "seminars on how TRADOC develops concepts, writes doctrine, and forms strategic plans." TRADOC congressional liaison personnel explained that the training segment on doctrine development addressed TRADOC plans and strategies to win wars through the development of goals, strategies, and tactics. The training segment on operational art addressed the development of Army operational requirements necessary to implement established doctrine.

November 1995 Congressional Visit to Headquarters, TRADOC. In November 1995, Representative Hoekstra returned to headquarters, TRADOC, with four Republican members of Congress (Representatives Christopher Shays [R-Connecticut], James M. Talent [R-Missouri], John D. Hayworth [R-Arizona], and Sue Myrick [R-North Carolina]), four members of Republican congressional staffs, and the president of the Congressional Institute. Internal TRADOC documentation states that the November 1995 congressional visit was a follow-on to the August 1995 visit and that the purpose of the visits was the same. A December 1995 internal TRADOC electronic message acknowledged concern about the partisan nature of the November 1995 visit and states that

[Representative] Hoekstra has evidently been tasked by [the House Speaker] to put flesh on a strategy/doctrine function in the House and . . . that he's going to (1) try to get the Speaker and his key leadership down here . . . to work the doctrine/strategy issue on site, and (2) they're going to suggest expanding this to the Senate Republicans.

See Appendix E for the full text of the electronic message.

March 1996 Congressional Visit to Fort McNair. In March 1996, Representative Jim Kolbe (R-Arizona) visited the National Defense University at Fort McNair, Washington, D.C., with 18 members of his staff (chief of staff, special assistant, legislative director, executive assistant, 3 legislative assistants, campaign manager, system manager, field director, district office manager, district director, district aide/scheduler, and 5 district aides). While the Army did not pay the costs of the congressional travel in this case, TRADOC personnel traveled to Fort McNair to provide the training to the members and employees of Congress on the principles of operational art of war, doctrine development, and staff organization. In a March 1996 memorandum to the Administrative Assistant to the Secretary of the Army, the Army OCLL describes the pending March 1996 congressional visit as one where "TRADOC trains

⁴The House Republican Conference, an official party organization of the House, provides support services to assist Republican Members and their staffs in the conduct of their work. Support services include training sessions and other resources to improve efficiency in their offices.

DoD Support for Congressional Travel to TRADOC Facilities

Members of Congress and their staffs in strategic (long-range) planning" (see Appendix F for the full text of the memorandum). The training addressed Army doctrine development and TRADOC plans and strategies to win wars through the development of goals, strategies, and tactics. During Representative Kolbe's March 1996 visit, TRADOC personnel provided additional training on staff organization. Briefing topics included military staff organization and delegating military authority and responsibility.

TRADOC Personnel Efforts to Deliver Nonpartisan Training Perspective. During our interviews with TRADOC personnel, they acknowledged their initial concerns about the partisan nature of those three visits and stated that they took care not to engage in or give the appearance of engaging in political activity. One TRADOC instructor noted that he had reservations about providing training to congressional delegations that had only Republican representation because the Army might appear to be involved in politics. The instructor added that Army personnel wore their uniforms to emphasize the point that the training was on Army procedures and operational art. Also, the TRADOC instructor stated that he made it clear to the congressional visitors that the briefings included in the training seminars were a nonpartisan reflection of how the Army follows operational art in the Services. He stated that his discussions did not stray into politics and that he did not use what he was teaching in a partisan political manner.

Training Seminars Included Practical Exercises. The TRADOC OCLL personnel stated that at the end of each of the August and November 1995 and March 1996 sessions, the congressional delegations participated in a practical exercise to demonstrate an understanding of the concepts that they had been taught. The instructor stated that although he could not remember what issues were addressed during the practical exercises, they were not partisan in nature. Representative Kolbe's OCLL military escort to the March 1996 training session witnessed the practical exercise and stated that although he could not remember the issue addressed during the practical exercise, he did remember that it was related to the everyday administrative responsibilities of the congressional office staff and not to partisan issues. The instructor stated that the practical exercises were facilitated by a member of the congressional delegation and not by TRADOC personnel (he could not recall with certainty who facilitated the August 1995 practical exercise). Therefore, although we believe that the seminars that TRADOC personnel conducted in August and November 1995 and March 1996 primarily provided training for the congressional delegations and did not relate to normal congressional oversight issues, we found no evidence that TRADOC personnel addressed partisan issues in their briefings.

House Republican Strategic Framework Document. TRADOC personnel stated that the House Speaker's staff had prepared a draft House Republican Strategic Framework Document, which was present at some of the training seminars. TRADOC personnel stated that although congressional visitors brought the document to TRADOC and gave it to TRADOC personnel, TRADOC personnel did not edit or attempt to improve the document. The training instructor recalled that the Speaker's staff brought the House Republican Strategic Framework Document to TRADOC when they visited to discuss the objectives of the planned training sessions and when they attended the August 1995 training session. The instructor remembered reading and discussing the document, but he did not remember what he said about it. He stated that no one at TRADOC

DoD Support for Congressional Travel to TRADOC Facilities

worked on the document. The TRADOC congressional liaison representative recalled seeing the document at the November 1995 training session but did not read it. The TRADOC instructor and the congressional liaison personnel stated that they did not provide any form of feedback to the congressional delegations on the House Republican Strategic Framework Document. See Appendix G for the version of the House Republican Strategic Framework Document in use at the seminar. We do not know how the document was used or whether it was ever completed, but we found no evidence that TRADOC personnel had written or edited the document.

Routine Oversight and Orientation Briefings. During 44 of the 49 congressional visits, the congressional delegations received routine oversight and orientation briefings normally provided to visiting congressional members and others on a nonreimbursable basis. Specifically, we analyzed internal TRADOC documentation and determined the purpose of the 44 congressional visits as follows:

- members of Congress, of both political parties, and their aides made 24 visits to headquarters, TRADOC, to receive routine oversight briefings and updates on the Joint Warfighting Center, Defense Base Closure and Realignment, Battle Laboratories, Force XXI operations, Army After Next study group, and other Army programs and TRADOC initiatives. Professional staff members made 15 visits to headquarters, TRADOC, to receive those and other similar briefings;
- new professional staff members and congressional aides made 4 visits to headquarters, TRADOC, to receive orientation briefings on TRADOC programs and initiatives; and
- one member of Congress visited headquarters, TRADOC, in February 1994 as a guest speaker for an American Black History Month event.

Although the Army regulations require the retention of congressional travel for only 12 months, the Army OCLL could not provide complete documentation for 32 of those 44 congressional travel requests. Army records retained for 12 of the congressional visits indicated the following:

- 6 of the visits were requested in writing by chairmen of congressional committees in accordance with DoD policy, and
- the Army had not assessed whether travel on a nonreimbursable basis was appropriate for the remaining 6 visits.

In the six adequately documented cases of sponsored, nonreimbursable travel, we concluded that the Army did not formally determine whether the purpose of the congressional travel requests met DoD requirements for such travel before incurring the expense. Further, our interviews of responsible OCLL personnel led us to conclude that no formal mechanism was in place for routinely making such assessments. However, TRADOC personnel characterized the briefings provided during those 44 visits as routine oversight and orientation briefings on TRADOC initiatives normally provided to visiting congressional members and others. We agreed, and accordingly concluded that the conditions under which DoD spent funds for those trips were consistent with DoD policies.

DoD Costs Associated With Congressional Training Visits

Although the Army routinely paid the travel and other costs of congressional visits to headquarters, TRADOC, we did not assess or estimate the costs associated with 44 of 49 congressional visits because they appeared, at face value, to be appropriate. However, we did accumulate estimates on the travel and other costs for congressional members and employees to receive training from TRADOC personnel on five occasions from 1993 through 1997. A summary of the estimated costs for all five visits follows.

Costs Associated With Congressional Visits

<u>Type of Cost</u>	<u>Estimated Amount</u>
Congressional travel to DoD facilities	\$ 9,162
Training costs, including salaries	2,760
Lodging costs	1,457
Meals	1,509
Other	298
Total	\$15,186

The Army OCLL and headquarters, TRADOC, provided the cost estimates. We used those Army cost estimates because the Army did not retain information on the actual costs for trips more than 1 year old. See Appendix H for expense details for each visit and the bases for the estimates.

Management Controls for Congressional Requests for DoD Travel Support

The Army OCLL did not effectively implement policies or establish procedures to ensure that Army support for congressional travel was in accordance with DoD Directive 4515.12.

Travel Records. Army OCLL personnel could not provide travel records for 36 of the 49 congressional visits to Army facilities because such records were not retained for more than 1 year (and in one case, no congressional support was provided). As a result, we were not able to review documentation on travel approval, travel justification, and transportation expenses for any of the five congressional visits with which we had concerns (the March 1996 trip to Fort McNair was the visit that did not require DoD travel support, but some other supporting documentation was available for review). As previously discussed in this report, we interviewed Army OCLL staff to determine their procedures for approving and documenting congressional travel support because Army OCLL did not have those procedures documented.

DoD Support for Congressional Travel to TRADOC Facilities

Requirements for Written Requests. Personnel in the Army OCLL stated that regardless of whether travel is sponsored or nonsponsored travel, they generally do not receive written requests from members and employees of Congress for DoD support for travel to an Army location. Such requests are generally made orally and informally. DoD Directive 4515.12 states that requests must be "submitted in writing to the Secretary of Defense over the signature of the Chairman of the congressional committee on which the member or employee serves." In addition, the Directive states that the written request must name the individuals who will be traveling, state the itinerary to be followed, state that the purpose of the travel is of primary interest to DoD, and that the expenditure of funds by DoD is authorized by 31 U.S.C. 1108(g) or other provision of law.

Army OCLL personnel indicated that they use the following three options for determining travel sponsorship: committee-directed sponsorship⁵, Office of the Secretary of Defense invitation sponsorship, and Secretary of the Army invitation sponsorship. Requests from members and employees of Congress for DoD support for travel to an Army location are routinely documented and approved by Army OCLL personnel as sponsored by a Secretary of the Army invitation. By classifying all congressional requests for travel into one of those categories, the Army bypassed assessing the purpose of the travel, a factor necessary for determining whether sponsored travel support should be reimbursable or nonreimbursable. That factor was particularly applicable to congressional requests (written or verbal) that were routinely categorized as invitations by the Secretary of the Army. The Army funds the use of military aircraft and ground transportation, the use of military lodging, and actual and necessary expenses associated with Secretary of the Army invitations for congressional travel. DoD policy does not prohibit converting congressional travel requests into sponsored invitations; however, sponsored invitations must comply with DoD requirements to assess whether travel support should be provided on a reimbursable or nonreimbursable basis. The Army OCLL approved and funded DoD support for congressional travel requests that were not submitted in writing or signed by a congressional committee chairman, and that did not comply with DoD Directive 4515.12 requirements to assess whether nonreimbursable travel support was appropriate.

Recommendations and Management Comments

We recommend that the Army Chief of Legislative Liaison implement existing DoD policies governing requests for DoD travel support from members and employees of Congress and establish procedures to ensure that:

- 1. The Army approves requests for nonsponsored, nonreimbursable DoD travel support only when requests are written, are signed by a committee chairman, and contain the information prescribed by DoD**

⁵Committee-directed sponsorship is nonreimbursable travel support formally requested by a committee under a chairman's signature. DoD Directive 4515.12 states that those requests are unsponsored travel.

DoD Support for Congressional Travel to TRADOC Facilities

Directive 4515.12, "Department of Defense Support for Travel of Members and Employees of the Congress," December 1964.

2. Congressional requests for DoD travel support that are treated as sponsored nonreimbursable travel invitations are carefully reviewed to ensure that such travel support meets all the criteria of DoD Directive 4515.12, "Department of Defense Support for Travel of Members and Employees of the Congress," December 1964.

Management Comments. The Office of the Chief of Legislative Liaison, Department of the Army, concurred with the recommendations. He affirmed that the current procedures of the Army fully comply with the guidance contained in DoD Directive 4515.12 when reviewing and approving nonsponsored and sponsored nonreimbursable travel requests. In addition, the Chief of Legislative Liaison briefs the Secretary of the Army weekly on all proposed travel. The Office of the Chief of Legislative Liaison distributes a weekly travel report listing all proposed travel for members and their employees to the Office of the Secretary of Defense and the Secretary of the Army.

Part II - Additional Information

Appendix A. Audit Process

Audit Scope

We reviewed headquarters, TRADOC, personnel, facilities, and services used to train members and employees of Congress and others from 1993 through 1997. We also reviewed DoD policies and procedures for providing support for congressional travel.

Limitations to Audit Scope. We reviewed all 49 visits to headquarters, TRADOC, that congressional members and employees made from 1993 through 1997. We included in our scope two trips that congressional delegations made to meet with headquarters, TRADOC, personnel at Fort Leavenworth and Fort McNair. We did not review congressional visits to other Army organizations or TRADOC facilities. In addition, we did not interview congressional members or employees.

Because documentation was unavailable for 37 of the 49 visits, we did not attempt to estimate or reconstruct travel and other support expenses for the 44 congressional visits that were made for routine oversight and orientation briefings on a nonreimbursable basis.

DoD Functional Area Reform Goals. Most major DoD functional areas have also established performance improvement reform objectives and goals. This report pertains to achievement of the following functional area objectives and goals.

- **Financial Management Area. Objective:** Strengthen internal controls.
Goal: Improve compliance with the Federal Managers' Financial Integrity Act. (FM-5.3)

Audit Period, Standards, and Locations. We conducted this performance audit from November 1996 through June 1998 in accordance with auditing standards issued by the Comptroller General of the United States, as implemented by the Inspector General, DoD. Accordingly, we included tests of management controls considered necessary. We visited or contacted individuals or organizations within DoD. Further details are available on request.

Audit Methodology

The audit identified a total of 49 visits to TRADOC facilities by congressional members, their staff, and persons from other organizations. We obtained trip-related documentation, dated January 1993 through August 1997, from Army OCLL personnel, TRADOC Office of Congressional Liaison personnel, and TRADOC personnel associated with the congressional visits. We conducted interviews with Army OCLL and headquarters, TRADOC, personnel to include the Commanding General of the TRADOC, the TRADOC Chief of Staff, the TRADOC Deputy Chief of Staff for Doctrine, the Deputy Director for Doctrine at TRADOC, the TRADOC congressional actions representative, and the Chief of the House Liaison Office in the Office of Army Legislative Liaison. We also reviewed trip itineraries, briefing charts, internal electronic mail messages, memorandums, and other available documentation to determine whether the Army assessed DoD benefits to be derived from the congressional travel requests, and incurred nonreimbursable travel expenses to support the congressional visits.

Specifically, we reviewed:

- Army procedures for documenting congressional travel requests;
- the dates, locations, and attendees for each congressional visit; and
- the nature of Army briefings that congressional members requested and that TRADOC personnel presented.

We obtained estimated travel support costs that the Army incurred for the five congressional training seminars. The Army estimated transportation costs because it had destroyed congressional travel documentation for all trips that took place before August 1996. The Army OCLL used information retained at TRADOC to determine the mode of transportation that should have been used for the visits and applied established flight rates to develop estimates. Because the Army had destroyed travel records, Army OCLL personnel also estimated lodging costs using per diem rates in effect at the time of the trips. TRADOC Office of Internal Review and Audit Compliance personnel determined training costs, which include salary costs for personnel conducting the training. Headquarters, TRADOC, personnel provided the costs for meals and other expenses. See Appendix H for information on the details of Army costs for the congressional visits.

We did not use computer-processed data or statistical sampling procedures to review headquarters, TRADOC, personnel, facilities, and services used to train members and employees of Congress and others from 1993 through 1997.

Prior Audits and Other Reviews

No prior audits have been performed relating to the use of Army personnel, facilities, and services to train members and employees of Congress.

Management Control Program

DoD Directive 5010.38, "Management Control (MC) Program," August 26, 1996, requires DoD organizations to implement a comprehensive system of management controls that provides reasonable assurance that programs are operating as intended and to evaluate the adequacy of the controls.

Scope of Review of the Management Control Program. We reviewed the adequacy of management controls for providing headquarters, TRADOC, personnel, facilities, and services to train members and employees of Congress. Specifically, we reviewed Army controls for supporting congressional requests for travel to TRADOC facilities.

Adequacy of Management Controls. We identified a material management control weakness, as defined by DoD Directive 5010.38, in the Army.

The Army did not effectively implement DoD policies governing DoD support for travel and assistance for members and employees of Congress. Specifically, the Army did not establish effective procedures to ensure that Army OCLL personnel assessed the reimbursability of sponsored travel support provided to congressional members, their staff, and others before incurring nonreimbursable travel costs.

The recommendations in this report, if implemented, will help ensure that requests for sponsored and nonsponsored nonreimbursable DoD support for congressional travel comply with DoD requirements for congressional travel support. A copy of the report will be provided to the senior official responsible for management controls within the Army.

Self-Evaluation of Controls. The self-evaluation aspects of the management control program were not related to the requests that initiated the audit. Therefore, we reviewed those aspects only to the extent that we confirmed that neither TRADOC nor the Department of the Army had previously identified or reported the control weakness found by this audit.

Appendix B. Congressional Correspondence

Congress of the United States
House of Representatives
Washington, DC 20515

October 22, 1996

The Honorable Eleanor Hill
Inspector General
Department of Defense
400 Army Navy Drive
Arlington, VA 22202-2284

Dear Inspector General Hill:

We have been extremely troubled to read reports (see enclosures) of improper use of military officers and training facilities. *

First, various Pentagon entities, coordinated by the Chairman of the Joint Chiefs of Staff, have been providing active duty military personnel to the office of the Speaker of the House. Second, for at least the past several years, the Training and Doctrine Command at Fort Monroe, Virginia, has been providing training and support services to Speaker Gingrich, his staff, and other Republican Members of Congress. Both the staffing and training services are, in our opinion, unauthorized and, regardless, involve partisan activities prohibited by departmental regulations.

According to published reports, after the 1994 election, the Speaker of the House requested DoD to supply him with officers to help him pass the Republican agenda in the 104th Congress. Incredibly, the Pentagon happily obliged. The staffing services appear to run afoul of Department of Defense rules governing the detailing of personnel outside the department, and clearly raise serious questions about the use of military personnel in partisan, political activities.

The assignment of these officers is not authorized by DoD regulation or directive. The department has made frequent mention of a Congressional Fellows Program in the office of the Chairman of the Joint Chiefs but, in fact, no such program exists. According to House regulations, if the assignments were authorized, they should have been on a reimbursable basis. Regardless of authorization or reimbursement, the officers are working on prohibited partisan, political activities in the Speaker's office and related entities.

We suspect their activities are partisan based on statements by top House Republican staffers that the officers have worked on, among other things, "a training and orientation manual for new Republican members [which] will lay out Gingrich's legislative strategy and tactics, a road map to be used by Republicans to formulate and pass legislation, to organize the disparate factions in Congress and to create a 'finely orchestrated team' to carry out the Republican agenda." Further,

* Enclosures omitted for length.

Appendix B. Congressional Correspondence

Speaker Gingrich's chief of staff said that the officers "helped Gingrich's staff prepare military-style 'after-action reviews' on the GOP's 1995 budget battle."

We are equally disturbed by reports of DoD's training services for Republican members. Last December press reports stated that "over the past year, members of the House Republican leadership and their staff have quietly circulated in and out of 'Tra-Doc' centers at Fort Monroe, Virginia, and Fort Leavenworth, Kansas, to study military planning and training." Another report quoted a TRADOC congressional liaison as saying that the House Speaker has been using TRADOC facilities "for 15 to 20 years."

In yet another story, Rep. Peter Hoekstra was identified as designated by the Speaker to head a "'Majority Planning Group' to instill Army strategies in Republican projects." He apparently travelled to TRADOC headquarters at least twice and his "group would later produce a GOP strategic doctrine inspired by the Army's field manual." The story went on to say that "the Army picked up the whole tab, from the costs of bringing the Members down, to their meals and lodging." Despite of concern by an Army officer that these activities were inappropriate, they continued.

We hereby request that you investigate the recruitment and assignment of military personnel to work in the office of the Speaker, as well as the activities of these personnel for the Speaker and the House Republican Conference. We also request that you investigate the use of Army personnel, facilities, and services to provide training support for members of congress.

Your investigation should include, but not be limited to:

(1) the circumstances under which officers and training programs were identified, and assigned; (2) who issued the orders and what authority was relied on in assigning the officers to the Speaker and making training services available; (3) the cost to the military of the officers' services and TRADOC training, including salary, housing, transportation and reassignment costs, and whether such costs have been reimbursed; (4) whether the assignment of the officers was authorized by any existing DoD fellowship program regulations; and (5) whether the work officers are performing and the training provided for members is partisan political activity.

As part of your investigation of part (5), please include in your report any and all documents prepared by the officers for Speaker Gingrich, his staff, or other House Republican officials or entities.

Sincerely,


Patricia Schroeder


Esteban Torres


George Miller


David Minge


Barney Frank

Appendix B. Congressional Correspondence

REPLY TO:
☐ 135 HART SENATE OFFICE BUILDING
WASHINGTON, DC 20510-1501
(202) 224-3744
TTY: (202) 224-4479
e-mail: chuck_grassley@grassley.senate.gov
☐ 721 FEDERAL BUILDING
210 WALNUT STREET
DES MOINES, IA 50309-2140
(515) 284-4890
☐ 208 FEDERAL BUILDING
101 1ST STREET SE.
CEDAR RAPIDS, IA 52401-1227
(319) 363-6832

United States Senate

CHARLES E. GRASSLEY
WASHINGTON, DC 20510-1501
November 1, 1996

REPLY TO:
☐ 103 FEDERAL COURTHOUSE BUILDING
320 8TH STREET
SIOUX CITY, IA 51101-1244
(712) 232-1800
☐ 210 WATERLOO BUILDING
531 COMMERCIAL STREET
WATERLOO, IA 50701-5487
(319) 232-6867
☐ 118 FEDERAL BUILDING
131 E. 4TH STREET
DAVENPORT, IA 52801-1513
(319) 322-4331
☐ 357 FEDERAL BUILDING
8 SOUTH 8TH STREET
COUNCIL BLUFFS, IA 51501-4204
(712) 322-7103

Ms. Eleanor Hill
Inspector General
Department of Defense
400 Army Navy Drive
Arlington, VA 22202-2884

Dear Ms. Hill:

I am writing to express concern about the assignment of Department of Defense (DOD) personnel to the legislative branch of the government and to request a thorough review of the entire practice.

My request was prompted by a letter from Congresswoman Patricia Schroeder and others, asking you to examine questions surrounding the assignment of military personnel to House Speaker Gingrich's staff. That letter is dated October 22, 1996. I would like to associate myself with the issues raised in their letter and would like to join them in sponsoring the inquiry. When the work they requested is finished, I ask to be informed of your findings and recommendations.

While I support Congresswoman Schroeder's request one hundred percent, I think it is far too narrow in focus. A much broader inquiry is needed.

Therefore, I respectfully request that you conduct a review to determine exactly how many DOD personnel - military and civilian - are currently assigned to duty in Congress. What kinds of positions do they occupy? Are they assigned to personal staff or to committee and leadership positions or to any other offices? I would like you to examine the policies and procedures governing these assignments and determine whether they are consistent with the law in every respect. I would like to know who approves these assignments? What is the duration of these assignments? What is the purpose of these assignments? Who pays them? Who evaluates the job performance of each individual and signs their fitness reports? And finally, I would like you to contact other agencies to compare their practices and procedures with those of the Defense Department.

Quite frankly, Ms. Hill, I think the practice of assigning military personnel to positions in Congress is totally inappropriate and dangerous over the long run. It has the potential for undermining and eroding two sacred Constitutional principles of American national government - the separation of powers and civilian control of the military.

FINANCE
GOVERNMENTAL AFFAIRS

Committee Assignments:
JUDICIARY
AGRICULTURE

BUDGET
SPECIAL COMMITTEE ON AGING

Appendix B. Congressional Correspondence

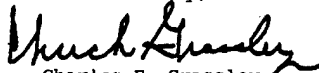
First, this practice allows - even encourages - members of the armed forces to become directly involved in politics. Second, it gives the military an impossible mission - oversight of itself. That responsibility belongs exclusively to civilians under the long-standing Constitutional doctrine of civilian control of the military. This practice threatens to militarize the civilian control function of our government. And that's a terrible mistake. As an example, several months ago I saw at least one active duty military officer on the floor of the Senate - in civilian clothes handing out a fancy Senate staff business card - aggressively lobbying against a measure to control military spending. That is not appropriate, and it may not be legal.

There is simply no legitimate role for the armed forces in politics in the United States of American. Period!

A vast network for legislative liaison has been established to bridge the gap and to facilitate the flow of information between the two branches of government. That is an important and useful function. However, the assignment of military personnel to the legislative branch takes the whole process one step too far. It could start to close the gap that must always separate the Department of Defense and the Congress.

Ms. Hill, we cannot begin to solve this problem until we understand its true dimensions. Please gather all the pertinent facts and report back to me no later than February 1, 1997.

Sincerely,


Charles E. Grassley
U.S. Senator

Copy to:
Congresswoman Pat Schroeder

Appendix C. Congressional Visits

The 49 congressional visits included in our review represent all trips related to headquarters, TRADOC, made from 1993 through 1997 by congressional members and employees. Details follow for each of the visits included in our review.

1. February 4 and 5, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Newt Gingrich (R-Georgia)

Purpose of congressional visit: TRADOC briefings on lessons learned in Somalia, the drug war in the Andes, and other DoD issues.

2. April 7, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, Senate Armed Services Committee
Professional Staff Member, Senate Appropriations Committee

Purpose of congressional visit: TRADOC briefings on Virtual Brigade and reconfigurable simulations for battle laboratories.

3. April 12, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, Senate Armed Services Committee
Professional Staff Member, Senate Appropriations Committee

Purpose of congressional visit: TRADOC briefings on Intravehicular Information Systems and Army Field Manual 100-5.

4. May 7, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ike Skelton (D-Missouri)
Aide, Representative Skelton's office

Purpose of congressional visit: TRADOC Institutional Training Base¹ briefings.

5. June 7, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Robert Scott (D-Virginia)
Aide, Representative Scott's office

Purpose of congressional visit: Defense base realignment and closure meeting with TRADOC personnel.

See the footnotes at the end of the appendix.

Appendix C. Congressional Visits

6. June 10, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Herbert Batemen (R-Virginia)
Representative Robert Scott (D-Virginia)
Senator John Warner (R-Virginia)
Aide, Senator Warner's office
Aide, Representative Bateman's office

Purpose of congressional visit: Defense base realignment and closure meeting with TRADOC personnel.

7. July 2, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Aide, Representative Norman Dicks' office

Purpose of congressional visit: Battle laboratories overview.²

8. July 13, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Aide, Representative Bateman's office

Purpose of congressional visit: Environmental quality control meeting.

9. August 16, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Military Legislative Aide, Representative Bateman's office
Two Military Legislative Aides, Representative Scott's office
Military Legislative Aide, Representative Norman Sisisky's office

Purpose of congressional visit: Overview briefings on the Joint Warfighting Center,³ battle laboratories, base operations, support regionalization, and resource management.

10. November 16, 1993, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, Senate Armed Services Committee
Professional Staff Member, House Armed Services Committee

Purpose of congressional visit: Orientation briefings for a new minority staff member assigned to operations and maintenance issues of the House Armed Services Committee.

11. February 4, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Robert Scott (D-Virginia)

Purpose of congressional visit: Guest speaker at American Black History month event.¹

See the footnotes at the end of the appendix.

12. February 14, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, House Appropriations Committee

Purpose of congressional visit: Orientation briefings for new staffer, which included a command overview and a briefing on TRADOC involvement in research, development, test, and evaluation simulations.

13. February 14, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Staff Director, Senate Armed Services Committee

Purpose of congressional visit: TRADOC briefings on joint and combined doctrine, battle laboratories, simulations, and Louisiana Maneuvers.⁴

14. April 7, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Herbert Bateman (R-Virginia)

Purpose of congressional visit: Fort Monroe issues. Headquarters, TRADOC, did not maintain records for the visit.

15. May 6, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, Senate Appropriations Committee
Professional Staff Member, House Appropriations Committee

Purpose of congressional visit: Command overview and TRADOC briefings on battle laboratories, Louisiana Maneuvers, and Army operations and maintenance.

16. May 24, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Two Professional Staff Members, House Appropriations Committee, Surveys and Investigations Staff

Purpose of congressional visit: To discuss costs associated with DoD support of nongovernmental organizations and activities.

17. July 6, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Two Professional Staff Members, House Appropriations Committee, Surveys and Investigations Staff

Purpose of congressional visit: To discuss sustaining base information system programs and modules.

See the footnotes at the end of the appendix.

Appendix C. Congressional Visits

18. November 4, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Chief of Staff, Representative Gingrich's office
Executive Director to the House Republican Conference
Civilian Advisor to the Congressional Institute
Three Aides, Representative Gingrich's office

Purpose of the congressional visit: TRADOC briefings on doctrine, organizational design, training, analysis, and integration.

19. November 23, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Herbert Bateman (R-Virginia)

Purpose of congressional visit: TRADOC briefings on base operations and resources.

20. December 2, 1994, Headquarters, TRADOC, Fort Monroe, Virginia

Military Legislative Aide, Senator John Warner's office

Purpose of congressional visit: Orientation briefings for a new staffer in Senator Warner's office.

21. January 19 and 20, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ike Skelton (D-Missouri)
Aide, Representative Skelton's office

Purpose of congressional visit: Briefing updates on Army Force XXI,⁵ Joint Warfighting Center, and Cadet Command.⁶

22. March 17, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Chief of Staff to the Speaker of the House
Special Assistant to the Speaker of the House

Purpose of congressional visit: Training -- See report for details.

23. April 10, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ron Lewis (R-Kentucky)
State Director, Senator Mitch McConnell's (R-Kentucky) office
Military Legislative Assistant, Senator McConnell's office
Military Legislative Aide, Representative Lewis' office

Purpose of congressional visit: Command overview⁷ and briefings on TRADOC resources, the future structure of the Cadet Command, Defense Base Realignment and Closure 1995, Force XXI operations, and other Army issues.

See the footnotes at the end of the appendix.

24. April 20 and 21, 1995, Advanced School for Military Studies and Battle Command Battle Lab, Fort Leavenworth, Kansas

Chief of Staff to the Speaker of the House
Two Special Assistants to the Speaker of the House
Advisor to the Speaker of the House
Executive Assistant to the Speaker's Chief of Staff

Purpose of congressional visit: Training -- See report for details.

25. April 25, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, House National Security Committee⁸
National Security Advisor to Representative Bateman's office

Purpose of congressional visit: Command overview and Joint Warfighting Center briefings.

26. May 5 and 6, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Newt Gingrich (R-Georgia), Speaker of the House
Two Special Assistants to the Speaker of the House
Military Legislative Aide to the Speaker of the House

Purpose of congressional visit: Briefings on several warfighting concepts.

27. July 5, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Two Professional Staff Members, House Appropriations Committee, Surveys and Investigations Staff

Purpose of congressional visit: Sustaining Base Information Systems Equipment Review.

28. August 28 and 29, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Peter Hoekstra (R-Michigan)
Chief of Staff to House Majority Leader
Executive Director, House Republican Conference
Communication Coordinator for the Speaker of the House
Two Special Assistants to the Speaker of the House
Special Assistant to Representative Hoekstra
President, Congressional Institute
Staff Assistant to Representative Shays

Purpose of congressional visit: Training -- See report for details.

See the footnotes at the end of the appendix.

Appendix C. Congressional Visits

29. August 31, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Two Professional Staff Members, House Appropriations Committee, Surveys and Investigations Staff

Purpose of congressional visit: To discuss the Army Armored Vehicle Modernization Plan.

30. November 30 and December 1, 1995, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Peter Hoekstra (R-Michigan)
Representative Christopher Shays (R-Connecticut)
Representative James M. Talent (R-Missouri)
Representative John D. Hayworth (R-Arizona)
Representative Sue Myrick (R-North Carolina)
Special Assistant to Representative Hoekstra
Two Special Assistants to the Speaker of the House
Counsel for Subcommittee on Rules and Organization of the House
President, Congressional Institute

Purpose of congressional visit: Training -- See report for details.

31. January 29, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ike Skelton (D-Missouri)
Aide, Representative Skelton's office

Purpose of congressional visit: Briefing updates on the Cadet Command, Bosnia, training and leader development, and the Future Schools System.⁹

32. February 15, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Senator Dan Coats (R-Indiana)
Chief of Staff to Senator Coats
Aide, Senator Coats' office

Purpose of congressional visit: To visit the Joint Warfighting Center and receive TRADOC modeling and simulation briefings.

33. March 9, 1996, National Defense University, Fort McNair, Washington, D.C.

Representative Jim Kolbe (R-Arizona) and the following from his staff:
Three Legislative Assistants
Field Director
Chief of Staff
District Office Manager
Special Assistant

See the footnotes at the end of the appendix.

33. March 9, 1996, National Defense University, Fort McNair, Washington, D.C.
(Cont'd)

District Aide/Scheduler
Campaign Manager
System Manager
Legislative Director
District Director
Five District Aides
Executive Assistant

Purpose of congressional visit: Training -- See report for details.

34. April 11, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Four aides, Senator Robb's office

Purpose of congressional visit: Command overview and briefings on Army Force XXI and combat development.

35. April 11, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Professional Staff Member, Senate Appropriations Committee

Purpose of congressional visit: To perform a comprehensive study on the Defense Finance and Accounting System.

36. April 12, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Robert Scott (D-Virginia)
Military Legislative Aide, Representative Scott's office
Two District Office Aides, Representative Scott's office

Purpose of congressional visit: Command and training overviews.

37. August 5, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Two Professional Staff Members, House Appropriations Committee, Surveys and Investigations Staff

Purpose of congressional visit: Briefings on command, control, communications, computers, and intelligence simulations; the Joint Warfighting Center; Army interaction with the Joint Command, Control, Communications, Computers, and Intelligence Simulations and Research Battle Center; the Joint Training and Simulation Center; and Atlantic Command.

See the footnotes at the end of the appendix.

Appendix C. Congressional Visits

38. August 19, 1996, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Professional Staff Member, House National Security Committee

Purpose of congressional visit: Command update and Army Force XXI and Army After Next study group¹¹ briefings.

39. August 26, 1996, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Professional Staff Member, House National Security Committee

Purpose of congressional visit: Command overview and briefings on combat development, doctrine, training, and resource management.

40. September 26, 1996, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Four Professional Staff Members, House National Security Committee

Purpose of congressional visit: To meet with focus groups to discuss Army funding, training, personnel, maintenance, and quality-of-life issues.

41. October 22, 1996, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Professional Staff Member, Senate Armed Services Committee

Purpose of congressional visit: Orientation briefings for a new staffer.

42. October 29, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Aide, Representative Skelton's office
Military Legislative Aide, Representative Skelton's office

Purpose of congressional visit: Command, resource, and Army Force XXI overviews.

43. November 19, 1996, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ron Lewis (R-Kentucky)
Military Legislative Aide, Representative Lewis' office
District Director, Representative Lewis' office
Military Legislative Aide, Senator McConnell's office

Purpose of congressional visit: Briefings on the Reserve Officers' Training Corps, Army Force XXI, re-engineering update, and FY 1997 budget restrictions.

See the footnotes at the end of the appendix.

44. December 9, 1996, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Minority Staff Director, House Appropriations Committee
Two Professional Staff Members, House Appropriations Committee
Minority Staff Director, House Appropriations Committee, National Security Subcommittee

Purpose of congressional visit: Command update and future Army briefings.

45. January 24, 1997, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Ike Skelton (D-Missouri)
Military Legislative Assistant, Representative Skelton's office
Legislative Fellow, Representative Skelton's office

Purpose of congressional visit: TRADOC briefing updates and a Cadet Command briefing.

46. February 7, 1997, Headquarters, TRADOC, Fort Monroe, Virginia

Representative John Murtha (D-Pennsylvania), Ranking Minority Member, House Appropriations Committee
Two Professional Staff Members, House Appropriations Committee

Purpose of congressional visit: To perform an assessment of the Initial Entry Training Base.¹²

47. April 18, 1997, Headquarters, TRADOC, Fort Monroe, Virginia

Legislative Aide, Senator Wendell Ford's (D-Kentucky) office

Purpose of congressional visit: Command update, and briefings on resources, training, base operations, the Cadet Command, and an Army Warfighting Experiment¹³ synopsis.

48. May 30, 1997, Headquarters, TRADOC, Fort Monroe, Virginia¹⁰

Representative Porter Goss (R-Florida), Chairman, House Permanent Select Committee on Intelligence
Staff Director, House Permanent Select Committee on Intelligence
Professional Staff Member, House Permanent Select Committee on Intelligence

Purpose of congressional visit: Briefings on Army Warfighting Experiment.

49. June 9, 1997, Headquarters, TRADOC, Fort Monroe, Virginia

Representative Newt Gingrich (R-Georgia), Speaker of the House
Chief of Staff to the Speaker of the House

See the footnotes at the end of the appendix.

Appendix C. Congressional Visits

49. June 9, 1997, Headquarters, TRADOC, Fort Monroe, Virginia (Cont'd)

Chief of Staff for the Speaker's District Office
Assistant to the Speaker of the House
Policy Director to Representative Richard Armey
Communications Director for the Speaker of the House
Director of Planning for the Speaker of the House
Assistant to the Speaker of the House
Press Secretary to the Speaker of the House
Military Legislative Aide to the Speaker of the House

Purpose of congressional visit: Briefings on the Army After Next study group, information operations, training Army Force XXI, modeling and simulation, and wargaming.

¹Institutional Training Base briefings discussed the importance of institutional training and development for readiness.

²Battle laboratories are organizations established to experiment with changing methods of warfare to maintain the Army's edge on the battlefield.

³The Joint Warfighting Center is a subordinate element of the Joint Chiefs of Staff to assist in preparation for joint and multinational operations through conceptualization, development, and assessment of current and future joint doctrine.

⁴Louisiana Maneuvers is a senior leadership process for energizing and focusing the forces of change while simultaneously maintaining the Army's strength and readiness.

⁵Force XXI is the process for redesigning the Army for the early twenty-first century.

⁶Cadet Command is the Army headquarters responsible for the Senior Reserve Officer training and Junior Officer Training programs.

⁷A TRADOC command overview is a standard briefing on TRADOC missions, functions, scope, and scale.

⁸Formerly known as the House Armed Services Committee.

⁹The Future Schools System is part of a comprehensive study of the Army's institutional training systems and the changes in those systems.

¹⁰The trip was formally requested by a congressional committee chairman. Because the trip was committee-directed, the Army provided nonsponsored, nonreimbursable travel support. The Army OCLL had retained files for the trip.

¹¹The Army After Next study group is a project for looking far into the future at the battlefield of the 2015 to 2025 timeframe.

Appendix C. Congressional Visits

¹²Initial Entry Training is the basic training, advanced individual training, and one-station-unit-training system for new Army recruits.

¹³Advanced Warfighting Experiments focused on force improvements in Army doctrine, training, leader development, organization design, materiel, and soldier system requirements.

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



DOCTRINE IS . . .

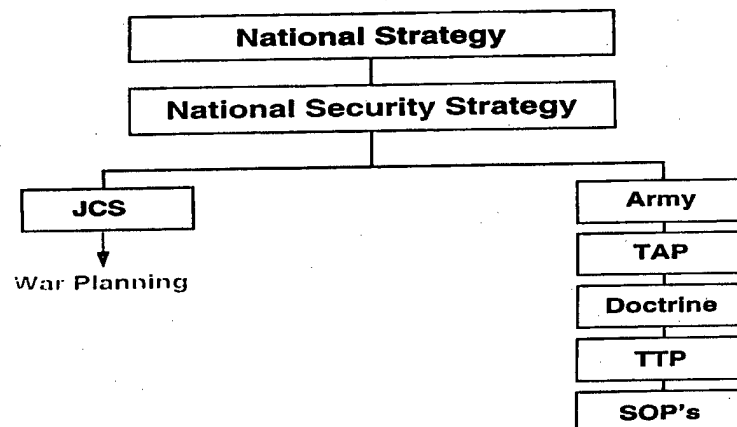
**“Body of thought on how we fight – –
achieved through consensus.”**

General William W. Hartzog

Reference: TRADOC, Aug 94

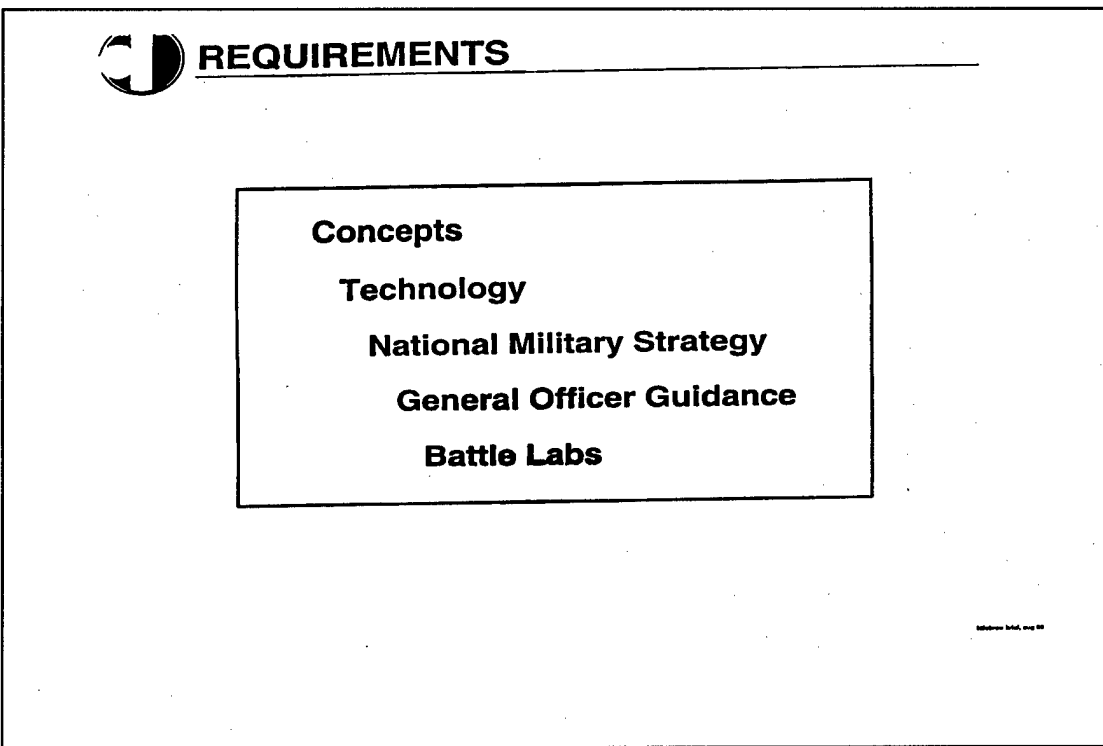
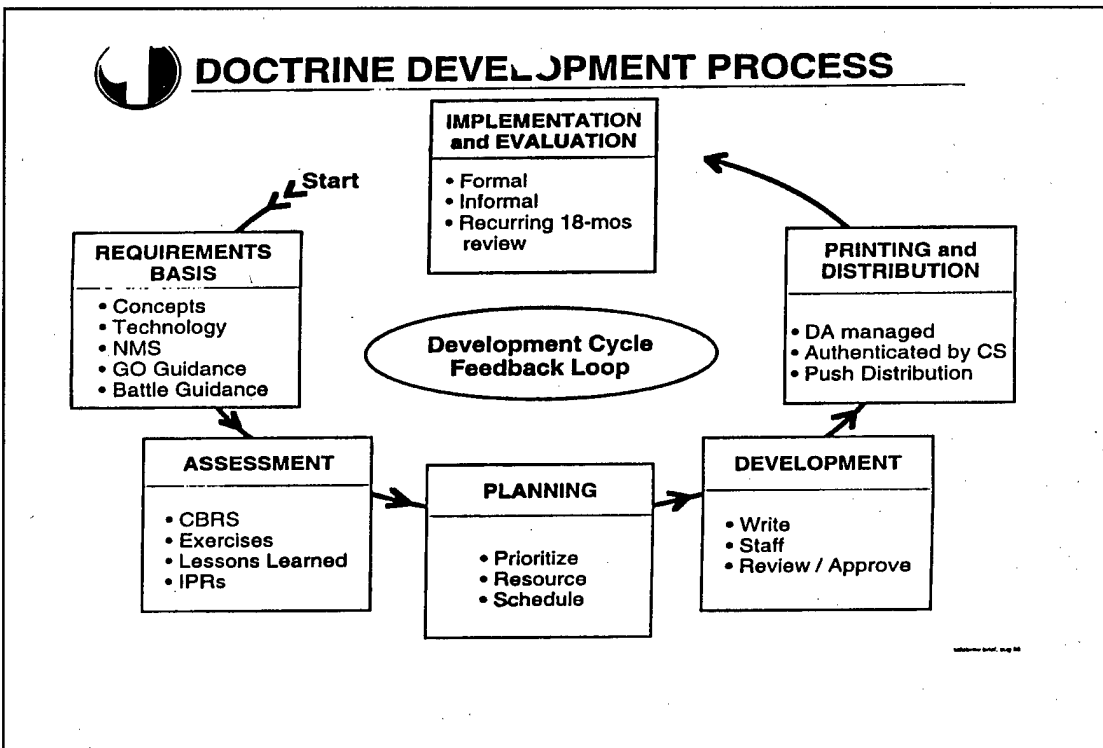


SOURCES OF MILITARY DOCTRINE



Reference: TRADOC, Aug 94

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



ASSESSMENT

Concept-Based Requirements System

Training Exercises

Lessons Learned

Periodic Reviews / Updates

Battle Labs

Reference: TRADOC, Aug 08



PLANNING

- **Identify level and / or category of doctrine or TTP**
- **Prioritize requirements**
- **Determine resources**
- **Identify type of action (new, revision, or change)**
- **Establish development milestones (18-month process)**

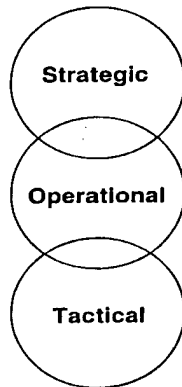
Reference: TRADOC, Aug 08

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



THE LEVELS OF WAR

Levels of War



Activities

National Security Strategy

National Military Strategy

Theater Strategy

Theater Campaign Plan / OPLAN / Unified/Combined Operations

Subordinate Campaign Plans / OPLANS / Joint/ Service Operations

Major Operations

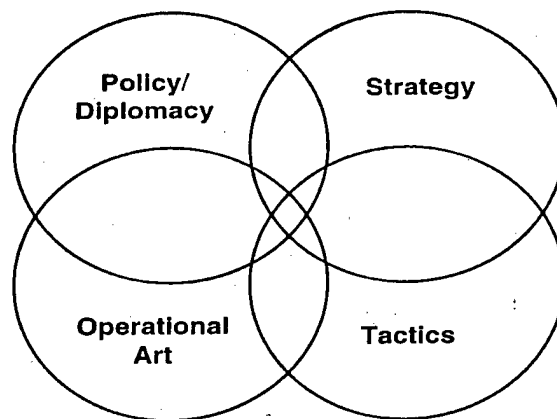
Battles

Engagements

Reference: JCS JRP-1, Aug 95



OPERATIONAL ENVIRONMENT



Reference: JCS JRP-1, Aug 95

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



"Strategy is concerned with national or, in specific cases, alliance for coalition objectives . . . the strategic perspective is worldwide and long range."

FM 100-5
page 1-3

Adapted from Joint, Aug 95



STRATEGIC LEVEL OF WAR

The level of war at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, and develops and uses national resources to accomplish these objectives.

Activities at this level:

- Establish national and multinational military objectives
- Sequence initiatives
- Define limits and assess risks for the use of military and other instruments of national power
- Develop global plans or theater war plans to achieve those objectives
- Provide military forces and other capabilities in accordance with strategic plans

Adapted from Joint, Aug 95

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



STRATEGIC ADVANTAGE

The overall relative power relationship of opponents that enables one nation or a group of nations effectively to control the course of a military/political situation.

Reference: JCS, JRP 1



TACTICAL LEVEL OF WAR

The level of war at which battles and engagements are planned and executed to accomplish military objectives assigned to tactical units or task forces

Activities at this level focus on the ordered arrangement and maneuver of combat elements in relation to one another and to the enemy to achieve combat objectives

Reference: JCS, JRP 1

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



OPERATIONAL LEVEL OF WAR

The level of war at which campaigns and major operations are planned, conducted, and sustained to accomplish strategic objectives within theaters or areas of operations.

Activities at this level link tactics and strategy by:

- Establishing operational objectives needed to accomplish the strategic objectives
- Sequencing events to achieve the operational objectives
- Initiating actions
- Applying resources to bring about and sustain those events

These activities imply a broader dimension of time and space than do tactics; they ensure the logistics and administrative support of tactical forces, and provide the means by which tactical successes are exploited to achieve strategic objectives

ADP-3-00-01-01-01



WHAT IS OPERATIONAL ART FROM TOP DOWN?

“The employment of military forces to attain strategic and / or operational objectives through the design, organization, integration and conduct of strategies, campaigns, major operations, and battles. Operational art translates the joint force commander’s strategy into operational design, and, ultimately, tactical action, by integrating the key activities of all levels of war.”

JP 3-0

ADP-3-00-01-01-01

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



OPERATIONAL ART ...

... REQUIRES COMMANDERS TO ANSWER:

- What military conditions must be produced in the operational area to achieve the strategic goal?
- What sequence of actions is most likely to produce these conditions?
- How should the resources of the joint force be applied to accomplish the sequence of actions?
- What is the likely cost or risk to the joint force in performing that sequence of actions?

Reference: JRP 39



OPERATIONAL ART

- Synergy
- Simultaneity & Depth
- Anticipation
- Balance
- Leverage
- Timing & Tempo
- Operational Research & Approach

- Forces & Functions
- Arrangement of Operations
- Centers of Gravity
- Direct vs Indirect
- Decisive Points
- Culmination
- Termination

Reference: JRP 39

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



CAMPAIGN

A series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space.

Joint Pub 3-0

Military Brief, Aug 98



CAMPAIGN CHARACTERISTICS

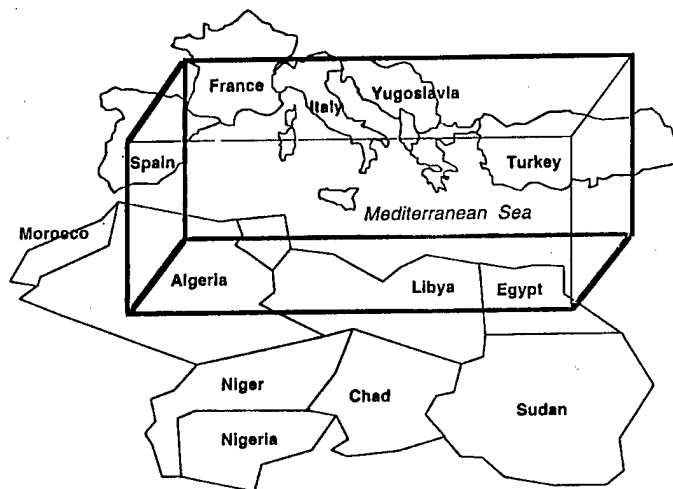
- **Broad scope (vast area and time)**
- **Large forces in theaters of war / operations**
- **Unified, Joint, Multinational activity**
- **Series of actions (phases)**
- **Achieves strategic objectives**

Military Brief, Aug 98

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



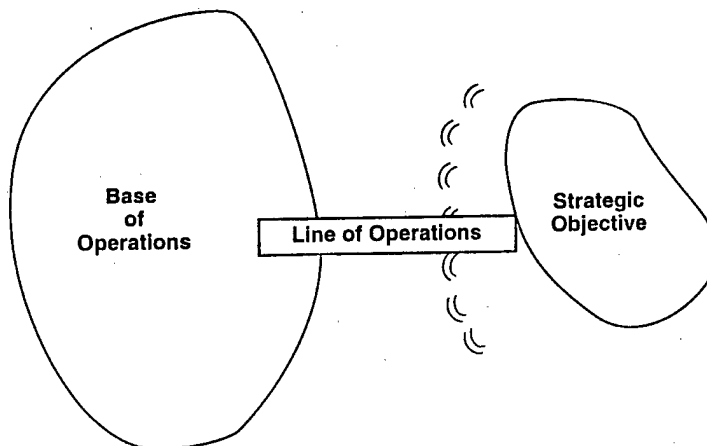
ZONE OF OPERATIONS



Adapted from TRADOC, 1984



LINES OF OPERATIONS



Adapted from TRADOC, 1984

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



CONCEPTS OF CAMPAIGN DESIGN

- Center of Gravity
- Lines of Operation
- Culminating Point
- Decisive Point

TRADOC Brief Aug 95



CENTER OF GRAVITY

"The hub of all power and movement on which everything depends."

"The point on which your efforts must converge."

- Clausewitz

TRADOC Brief Aug 95

**Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine
Development and Operational Art**



CENTER OF GRAVITY

Those characteristics, capabilities or localities from which a military force derives its freedom of action, physical strength, or will to fight.

Joint Pub 3-0

Adapted from JRP 3-0



CENTER OF GRAVITY

EXAMPLES

- **His Army**
- **His Capital**
- **In Alliances: the Community of Interest**
- **Personalities of Leaders**
- **Public Opinion**

Adapted from JRP 3-0

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



DECISIVE POINT

"Gain a marked advantage over the enemy and greatly influence the outcome of an action."

JT Pub 3-0

"... capable of exercising a marked influence either upon the result of the campaign or upon campaign or upon a single enterprise."

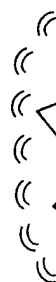
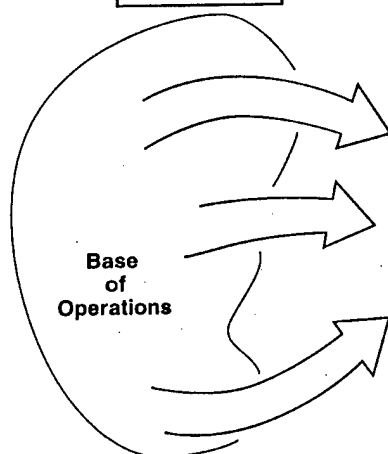
Jomini

Reference: Jt Pub 3-0, Aug 95



LINES OF OPERATIONS

Exterior Lines



Interior Lines

Reference: Jt Pub 3-0, Aug 95

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



THE INTENT

"The commander's Intent describes the desired end state. It is a concise expression of the purpose of the operation. It may include how the posture of units at that end state facilitates transition to future operations - - [it] is not, however, a summary of the concept of operations."

Joint Pub 3, p III-35



CULMINATION

"Culmination has both offensive and defensive application."

"In the offensive, the culminating point is the point in time and space at which an attacker's combat power no longer exceeds that of a defender."

" A defender reaches culmination when the defending force no longer has the capability to go on the counteroffensive or defend successfully ."

Joint Pub 3

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



CAMPAIGN PLANS

- Provide broad concepts of operations and sustainment
- Provide an orderly schedule of decisions
- Achieve unity of effort
- Incorporate commander's intent
- Orient on centers of gravity
- Protect friendly centers of gravity
- Phase a series of related operations
- Establish organization & CMD relationships
- Define success, including termination objectives
- Provide strategic direction, operational focus
- Provide direction for employment of nuclear weapons

TRADOC Briefing Chart 95



OPERATIONAL LOGIC

1. Define the zone
2. Identify strategic & operational centers of gravity
3. Establish lines of operation which approach the zone and centers of gravity
4. Identify decisive points relative to your approach and the centers of gravity
5. Recognize potential culminating points (time & space; friendly & enemy)

TRADOC Briefing Chart 96

Appendix D. TRADOC Briefing Charts Used for Training on Principles of Doctrine Development and Operational Art



BRANCHES and SEQUELS

BRANCHES

Options built into the basic plan. They add flexibility by anticipating situations which could alter the plan.

SEQUELS

Subsequent operations based on possible outcomes of the current operation.

Reference: TRADOC, Aug 95



ASSUMPTIONS

- **Contingent conditions**
- **Expected conditions over which you have no control**
- **Relevant**
- **Reasonable**

Reference: TRADOC, Aug 95

Appendix E. Training and Doctrine Command Electronic Message

1 /TRADOC,mon10 8/13/96 7:55 Page 1
MESSAGE
Subject: Congressional Visit Dated: 12/01/95 at 18:14
Creator: 1 / TRADOC, mon10 Contents: 2
PHONE-1-DSN 1 ;

1

Part 1

TO: 1 / TRADOC, mon10
CC: 1 / TRADOC, mon10
1 / TRADOC, mon10

Part 2

Sir:

2 You'll have been briefed on the outcome of our congressional visit. Protocol and CL did their usual outstanding job. I thought it went okay. Aside from their own purposes in coming down here, they left a little better informed on strategy vs. operations, and perhaps better able to contribute to the debate on BH in which they play such a key role.

Pete Hokstra has evidently been tasked by Gingrich to put flesh on a strategy/doctrine function in the House and, as I understand it, to expand it to the Senate as well. Hokstra mentioned in an aside to me that he's going to (1) try to get the Speaker and his key leadership down here for the pitch and perhaps an extended time up to five days to work the doctrine/strategy issue on site, and (2) they're going to suggest expanding this to the Senate Republicans.

My personal feelings are that we keep a wary eye on this process; we could wind up being loved too much, and to our embarrassment. If our participation grows, as Hokstra clearly believes it should, we should at some time suggest that the House hire some retired colonel in the DC area who can teach this and be available for other coaching duties; we might even offer to help them find somebody, just to shift this away from TRADOC (there are colonels at the War College who would go for this like a hungry trout after a fly). As a minimum, the CG should suggest to the Speaker that we have to, in some way, make this more bipartisan.

I'll be in to see you Monday a.m. to talk a little about DCSDOC bureaucracy; nothing really hot, keeping the boss informed.

V/R, 1

¹Names and telephone numbers have been omitted.

²BH refers to Bosnia and Herzegovina.

Appendix F. March 1996 Memorandum



DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF LEGISLATIVE LIAISON
1000 ARMY PENTAGON
WASHINGTON, DC 20310-1000



REPLY TO
ATTENTION OF

7 March 1996

MEMORANDUM FOR ADMINISTRATIVE ASSISTANT TO THE SECRETARY OF THE ARMY

SUBJECT: Contingency Fund Support for Meals During TRADOC Strategic
Planning Training--ACTION MEMORANDUM

1. PURPOSE: To obtain approval to use .0012 funds to pay for Breakfast and
Lunch in connection with TRADOC Training in Strategic Planning on Saturday,
9 March 1996, at the National Defense University.

2. DISCUSSION:

a. At the invitation of the Chief of Staff, Army, and at the request of the
Speaker of the House, the US Army Training and Doctrine Command (TRADOC)
trains Members of Congress and their staffs in strategic (long-range) planning.

b. Recent training has been hosted by the Commanding General, TRADOC,
and conducted at Fort Monroe, VA. Because of the US House of Representatives
being in session, Congressman Kolbe (R-AZ) has requested that training be
conducted in the Washington DC area. This also facilitates the inclusion of
district staff members in the training who are travelling from Arizona.

c. Team KOLBE personnel include:

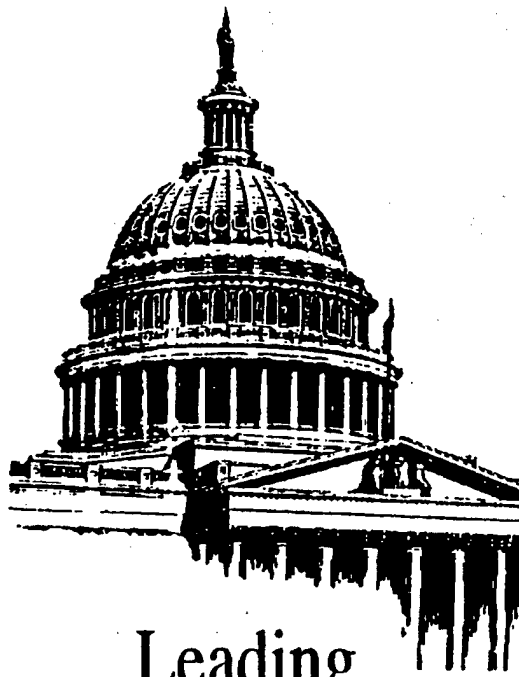
Jim Kolbe	Congressman
Laurie Fenton	Chief of Staff
Mike Boyd	Legislative Assistant
Melinda Carrell	Field Director
Kyle Frankel	District Office Manager
Christine Gilligan	Special Assistant
Pam Harrington	District Aide/Scheduler
Toni Hellon	Campaign Manager
Hassan Hijazi	District Aide
Jackie Hurda	Systems Manager
Jason Isaak	Legislative Director
Michael Jimenez	Legislative Assistant
Pat Klein	District Director
Bernadette Polley	District Aide
Petra Quiroga	District Aide

No legal objection AB
SAGC 7 Mar 96

Printed on Recycled Paper

**Appendix G. House Republican Strategic
Framework Document**

**House Republican
Strategic Framework**



**Leading
& Planning Model**

Listen, Learn, Help, Lead

Vision, Strategies, Projects, Tactics



The Majority Planning Group

Rep. Pete Hoekstra of Michigan, Chair
Rep. Chris Shays of Connecticut
Rep. J.D. Hayworth of Arizona

Our 1994 Salisbury Statement: A Valuable Guide

Vision

Our Vision Statement was to Renew the American Dream by promoting individual liberty, economic opportunity, and personal responsibility, through limited and effective government, high standards of performance and an America strong enough to defend all her citizens against violence at home or abroad.

Strategies - Projects - Tactics

Our mission was to drive Strategies, Projects and Tactics, such as working together as an effective team and communicating our Vision of America through clearly defined themes, programs and legislative initiatives. The objective was to earn the honor of becoming the majority party in January, 1995.

We successfully implemented our Strategies and worked together as we said we would. As the Majority Party, we're on our way to fulfilling the Salisbury Vision.

Our Salisbury Statement was a valuable guide, but it must be updated. A new Vision and Strategies statement must guide our work, as well as a new model for effective leadership.

Our Leading & Planning Model: A Requirement Success

Leading Model

Listen

Stop. Take the time to listen to others. Don't do all the talking.

Learn

Internalize what is being said. Take it seriously. Process it.

Help

Be open and willing to help. Be willing to get involved. Participate.

Lead

Once trust is earned, move forward on a common path to a better future.

Planning Model

Vision

What we want the world to look like at the end of our efforts.

Strategies

Changes we will accomplish to attain our vision.

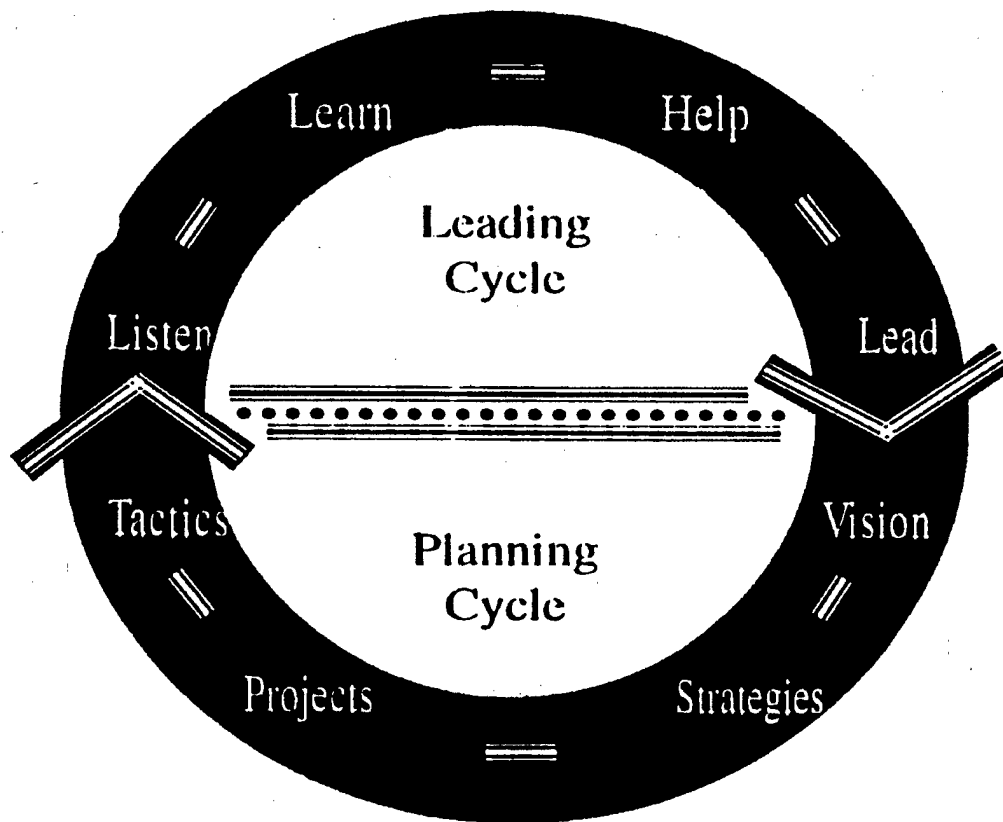
Projects

The things we do to execute strategies and move toward our vision. A definable and delegatable achievement.

Tactics

Individual steps we take to execute our projects and move closer to fulfilling our vision.

The Leading & Planning Cycle: An On-going Process



Our Leading Model Drives Our Planning.

Our Planning Model Helps Us Lead.

Vision

Based on our principles of:

A higher moral authority, individual liberty, justice and opportunity,
and personal responsibility ...

And as stated in the Declaration of Independence:

"We hold these Truths to be self-evident, that all Men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty, and the Pursuit of Happiness..."

We adopt this Vision Statement:

... The United States, built on faith and Constitutional freedom, will lead the world into the 21st Century through individual citizens renewing the American Dream of liberty, justice, opportunity, and security. We will serve as a model of limited, effective government with a culture firmly rooted in the values of personal responsibility and initiative, family and community service.

Our Vision must lead to a New Dialogue
with the American people.

From that New Dialogue must grow
a New Partnership.

However, replacing the current problems with this
future of progress will require implementing ...

Nine Strategies.

The 9 Strategies for a successful America

- 1. Renew American civilization**
We can do this by reminding America that we are multi-ethnic, but one civilization; that God gives us power and that citizens loan it to the government; and that the work ethic is at the core of our civilization.
- 2. Emphasize economic growth to create American jobs and make America the strongest competitor in the world market**
We can do this by changing circumstances so that companies pay their highest paid, value-added job in the U.S. and by changing litigation, regulation, taxation and education so that America is the best place in the world to create jobs.
- 3. Lead the world in creating the information age society of the future**
We can do this by changing the structure of government in a way that shifts power to the consumer, encourages new technological breakthroughs and new opportunities.

Replace the welfare state with an opportunity society
We can do this by allowing all citizens to have the opportunity to pursue happiness by accepting responsibility and having a chance to improve themselves.
- 5. Decentralize power out of Washington and return it to the people**
- 6. Set benchmarks of management excellence for the federal government in order to create the most effective system possible through downsizing, reengineering, and adopting a culture and system of entrepreneurial, information age leadership.**
- 7. Balance the budget by 2002. Make sure Social Security and Medicare Trust Funds are secure for future generations.**
- 8. Take decisive steps to break the culture of violence of the drug trade, to drive out fear and the threat of violence at home and abroad.**
- 9. Provide effective leadership for the human race, because the United States is the only country large enough, and with enough elements of the human race in its society to achieve this. Learn from the harbingers of an absence of American leadership -- Bosnia, Chechnya, Rwanda, and Somalia and ensure that our children will not inherit a dark and bloody planet.**

**Reverse the Decline. Resurrect American Ideals. Embrace
the Future.**

We must develop Projects and Tactics that will move us towards fulfilling the 9 Strategies, towards reversing the decline, resurrecting American ideals and embracing the future.

The following are examples.

- **Begin building a doctrine that guides our internal systems so that we are communicating with each other and working effectively as a team.**
- **Continue our work on balancing the federal budget by 2002.**
- **Develop and effectively communicate our commitment to a "New Improved Medicare System" that is seen by Americans as a genuine improvement over the old government monopoly and that offers seniors more choices, greater control, lower costs while offering real improvement in care.**
- **Successfully reform the District of Columbia in a way that truly helps the people of our nation's Capital, communicates our serious commitment to citizens of all backgrounds, and showcases the new ideas and solutions that are at the heart of replacing the welfare state with an opportunity society.**
- **Get our Reform Agenda signed into law - successfully negotiate with the Clinton administration so that enough reform legislation has been signed into law by the end of the year so that the American people can see that we have changed the general direction of government.**
- **Increase our Majority by building resources and a field of candidates that maximize our chances of increasing our majority in the 1996 elections.**

**To succeed in our Projects and Tactics,
we must foster a Culture of Success
by practicing the Leading Model.**

Creating a Culture of Success: Living the Leadership Model

- **Work together as an effective team by listening, learning and helping each other in an open, cooperative way.** We can achieve this by coordinating all Members, committees, task forces, outside allies, advisers, state and local officials and the Party apparatus, and by emphasizing feedback and focusing on common ground.

- **Build, teach and follow a leadership doctrine for House Republicans at all levels.** We can achieve this if Members "Listen, Learn, Help and Lead," and use "Vision, Strategies, Projects, Tactics" as a planning model.

- **Cooperate with our allies in the Senate to pass our agenda and not allow our opponents to divide us.**

- **Coordinate with the President where it advances our legislative agenda, but doesn't undermine our values.**

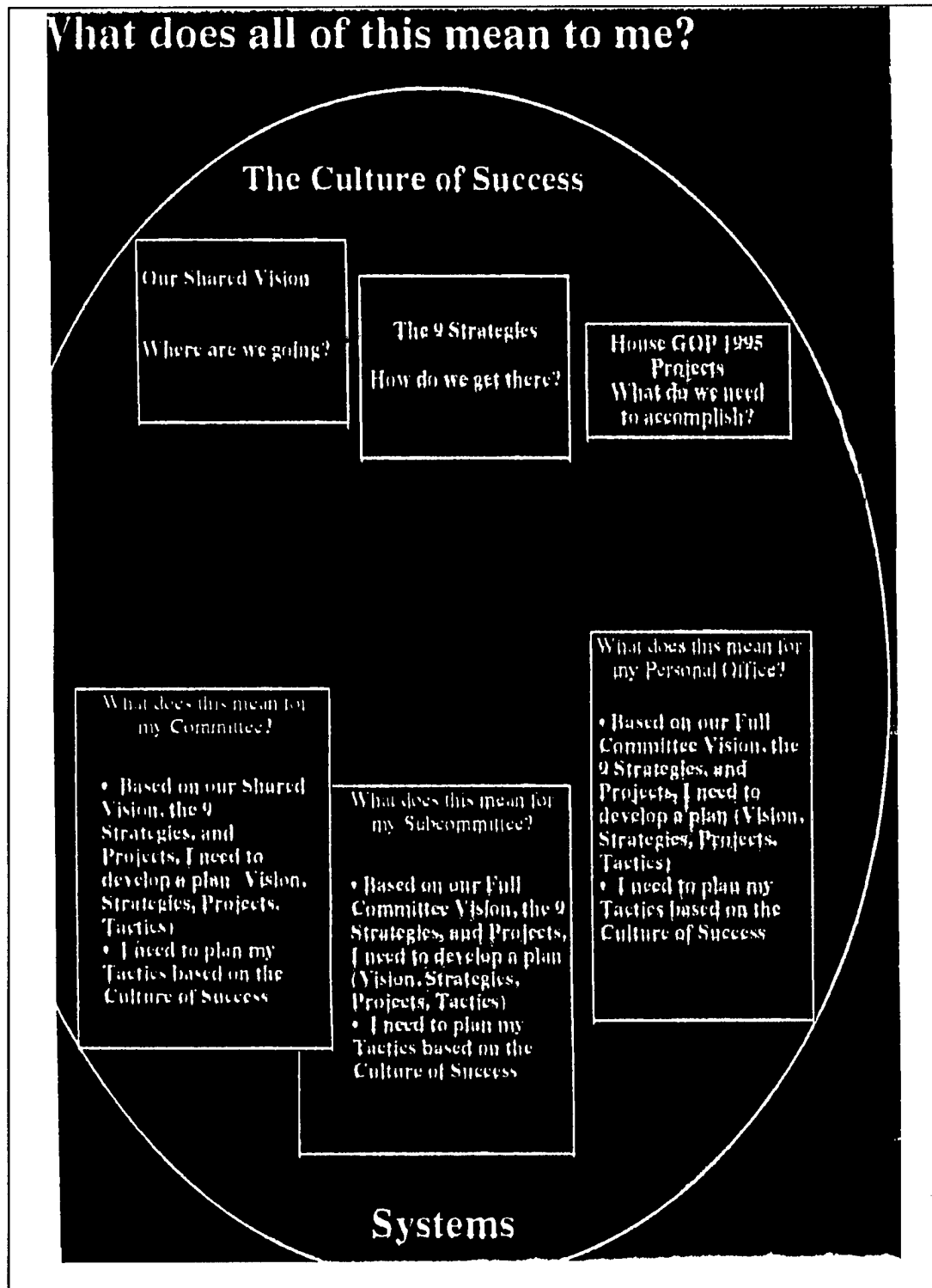
- **Lead a National Dialogue with the American people based on the 9 Strategies.** We can achieve this by listening to constituents, and disseminating and training the 9 Strategies so they begin to guide oversight hearing, orient our allies and inform public opinion leaders about where we are going.

- **Create a Partnership with the American people.** We can achieve this by encouraging foundations, large corporations, grassroots groups, trade associations and state and local leaders to learn and pursue the 9 Strategies.

- **Act like the Majority Party.** We can achieve this by maximizing an open internal dialogue and morale, while reinforcing the Republican majority.

- **Continue to keep our promises and earn the trust of the people.**

- **Maintain our communications effort on offense so that we can conduct our national dialogue and not allow the elite news media and Democrats to distort our message.** We can achieve this by managing sensitive public relations areas and inoculating against attacks.



NOTES

Appendix G. House Republican Strategic Framework Document

For more information, contact:

**Office of Rep. Pete Hoekstra
Attn: Jon Vanden Heuvel
225-5826**

Appendix H. Army Costs for Congressional Visits

The Army identified the following estimated costs for the five congressional visits to Army facilities discussed in the report.

<u>Date</u>	<u>Travel</u> ¹	<u>Lodging</u> ²	<u>Meals</u> ³	<u>Training</u> ⁴	<u>Other</u>	<u>Total</u>
March 1995	0 ⁵	--	\$ 18	\$ 323	--	\$ 341
April 1995	\$4,286	\$ 240	192 ⁶	797	--	5,515
August 1995	2,025 ⁷	557	638	568	--	3,788
November 1995	2,851	660	386	623	--	4,520
March 1996	--	--	275	449	\$298 ⁸	1,022
Total	\$9,162	\$1,457	\$1,509	\$2,760	\$298	\$15,186

¹The Army OCLL estimated the travel costs because the Army destroyed congressional travel documentation after 1 year. The Army OCLL used information retained at TRADOC to determine the mode of transportation that should have been used for the visits and applied established flight rates to develop estimates. Military aircraft was used for each of the visits.

²The Army OCLL estimated lodging costs using lodging per diem rates in effect at the time of the trips.

³Most of the meal costs were actual costs obtained from TRADOC. The figures do not include the cost of meals of DoD personnel who accompanied members of Congress and their staffs.

⁴The TRADOC Office of Internal Review and Audit Compliance determined training costs, which include salary costs for personnel conducting the briefings.

⁵A TRADOC shuttle aircraft provided travel for the congressional delegation. The shuttle flies a scheduled route and would have flown to TRADOC whether or not the members of Congress were aboard.

⁶Neither the Army OCLL nor TRADOC retained documentation for the cost of meals at Fort Leavenworth. The amount is an estimate based on the meals and per diem rate at the time of the trip.

⁷The estimate does not include Representative Hoekstra's transportation costs. The Army OCLL could not determine whether the Army incurred the cost.

⁸The amount represents the costs that TRADOC incurred to send an Army officer from Fort Monroe to Fort McNair to provide briefings.

Appendix I. Report Distribution

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller)
Deputy Chief Financial Officer
Deputy Comptroller (Program/Budget)
Under Secretary of Defense for Personnel and Readiness
Assistant Secretary of Defense (Command Control, Communications, and Intelligence)
Assistant Secretary of Defense (Force Management Policy)
Assistant Secretary of Defense (Legislative Affairs)
Assistant Secretary of Defense (Public Affairs)
General Counsel
Director, Defense Logistics Studies Information Exchange

Department of the Army

Assistant Secretary of the Army (Financial Management and Comptroller)
Chief of Legislative Liaison
Auditor General, Department of the Army

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
Chief of Legislative Affairs
Auditor General, Department of the Navy

Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
Director, Office of Legislative Liaison
Auditor General, Department of the Air Force

Other Defense Organizations

Director, Defense Contract Audit Agency
Director, Defense Information Systems Agency
Director, Defense Logistics Agency
Director, National Security Agency
Inspector General, National Security Agency
Inspector General, Defense Intelligence Agency

Appendix I. Report Distribution

Non-Defense Federal Organizations and Individuals

Office of Management and Budget
Technical Information Center, National Security and International Affairs Division,
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations
Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Governmental Affairs
House Committee on Appropriations
House Subcommittee on National Security, Committee on Appropriations
House Committee on Government Reform and Oversight
House Subcommittee on Government Management, Information, and Technology,
Committee on Government Reform and Oversight
House Subcommittee on National Security, International Affairs, and Criminal Justice,
Committee on Government Reform and Oversight
House Committee on National Security

Honorable Dan Coats, U.S. Senate
Honorable Wendell H. Ford, U.S. Senate
Honorable Charles E. Grassley, U.S. Senate
Honorable Carl Levin, U.S. Senate
Honorable Mitch McConnell, U.S. Senate
Honorable Charles S. Robb, U.S. Senate
Honorable John W. Warner, U.S. Senate
Honorable Richard K. Armey, U.S. House of Representatives
Honorable Herbert H. Bateman, U.S. House of Representatives
Honorable Norman D. Dicks, U.S. House of Representatives
Honorable Barney Frank, U.S. House of Representatives
Honorable Newt Gingrich, U.S. House of Representatives
Honorable Porter J. Goss, U.S. House of Representatives
Honorable John D. Hayworth, Jr., U.S. House of Representatives
Honorable Peter Hoekstra, U.S. House of Representatives
Honorable Jim Kolbe, U.S. House of Representatives
Honorable Ron Lewis, U.S. House of Representatives
Honorable George Miller, U.S. House of Representatives
Honorable David Minge, U.S. House of Representatives
Honorable John P. Murtha, U.S. House of Representatives
Honorable Sue Myrick, U.S. House of Representatives
Honorable Robert C. Scott, U.S. House of Representatives
Honorable Christopher Shays, U.S. House of Representatives
Honorable Norman Sisisky, U.S. House of Representatives
Honorable Ike Skelton, U.S. House of Representatives
Honorable James M. Talent, U.S. House of Representatives
Honorable Esteban E. Torres, U.S. House of Representatives

Part III - Management Comments

Department of the Army Comments



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF LEGISLATIVE LIAISON
1600 ARMY PENTAGON
WASHINGTON DC 20310-1600

SALL

20 July 1998

MEMORANDUM FOR DIRECTOR, ACQUISITION MANAGEMENT, DEPARTMENT OF DEFENSE INSPECTOR GENERAL

SUBJECT: Audit Report on Training and Doctrine Command Services and Support Provided to
Members and Employees of Congress (Project No. 7RD-5016.01)

1. We have reviewed the Audit Report referenced above, and due to the turnover of personnel and leaders in this organization since the events in question transpired, are unable to comment on the report's findings. We do, however, concur with the recommendations.

2. This office's procedures fully comply with the guidance contained in DOD Directive 4515.12 when reviewing and approving non-sponsored and sponsored non-reimbursable travel requests.


a. For non-sponsored, non-reimbursable travel support, this office accepts requests only if they are over a committee chairperson's signature. The Chief of Legislative Liaison then reviews these requests and the stated purpose of the trips. Enclosure 1 includes a recent example of a committee chairperson letter and the review process that followed this letter.

b. For sponsored, non-reimbursable travel, this office prepares invitational travel orders that serve as a formal invitation to Members or their employees. The Administrative Assistant to the Secretary of the Army approves the invitational orders before they are issued to the Members or their employees. Prior to this approval, the Chief of Legislative Liaison also reviews the stated purpose of the trip. Enclosure 2 includes an example of the Administrative Assistant to the Secretary of the Army approving an Invitational Travel order (with the purpose of the trip stated) and the Chief of Legislative Liaison initialing that he has reviewed the purpose of the trip.

3. In addition to the review and approval processes listed above, the Chief of Legislative Liaison briefs the Secretary of the Army on all proposed travel on a weekly basis. This office also circulates to the Office of the Secretary of Defense and the Secretary of the Army, a weekly travel report that lists all proposed travel for Members and their employees. This report lists which Department is sponsoring the trip (if any) and the purpose of the trip.

4. We believe that these controls put OCLL in compliance with the guidance set forth in DOD Directive 4515.12. Point of contact for this office is Major Chris King, 695-3524.

2 Encls
as


BRUCE K. SCOTT
Major General, U.S. Army
Chief of Legislative Liaison

Department of the Army Comments

CONGRESSIONAL TRAVEL REQUEST FORM

TO: SECRETARY OF THE ARMY

ATTN: ADMINISTRATIVE ASSISTANT *OK*
for 1/29/98

TYPE OF ORDERS: CONUS

<u>PARTICIPANTS:</u>	<u>TITLES</u>	<u>CLEARANCES</u>
Sen Shelby and party	R-AL	

MODE OF TRAVEL: Military Aircraft

DATE OF TRAVEL: 26 January 1998

LOCATION: Redstone Arsenal, AL

PURPOSE: Attend opening ceremony and conference at
new Headquarters of Missile Intelligence
Command at Redstone Arsenal

ESCORT OFFICER: COL Randall Bookout

AUTHORITY: OSD Directed

FOR THE CHIEF OF LEGISLATIVE LIAISON:

AB Buel
ANDREA B. BUEL
Chief, Congressional
Operations Division

ENCL 1

Department of the Army Comments

RICHARD C. SHELBY, ALABAMA, CHAIRMAN
J. ROBERT KERRY, NEBRASKA, VICE CHAIRMAN
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United States Senate

SELECT COMMITTEE ON INTELLIGENCE
WASHINGTON, DC 20510-6476

THOMAS A. DODD, CONNECTICUT, EX OFFICIO
THOMAS A. DODD, SOUTH DAKOTA, EX OFFICIO

TAYLOR W. LAWRENCE, STAFF DIRECTOR
CHRISTOPHER C. STRAUSS, MINORITY STAFF DIRECTOR
KATHLEEN P. McGRATH, CHIEF CLERK

November 10, 1997

The Honorable William S. Cohen
Secretary of Defense
Department of Defense
Washington, D.C. 20301

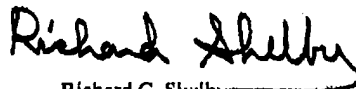
Dear Secretary Cohen:

I will be traveling to Alabama with Staff Director Taylor W. Lawrence and staff members Pete Dorn and Paul Doerrer on January 26, 1998.

It is requested that the Department of Defense provide assistance for this travel to include transportation, escort officer and the payment of actual and necessary expenses as may be required, all as authorized by 31 U.S.C. sec. 1108(g).

Thank you for your assistance.

Sincerely,



Richard C. Shelby
Chairman

ENCL 1

Department of the Army Comments

NOTIFICATION OF PROPOSED CONGRESSIONAL/TDY TRAVEL

THRU: 1. SALL-TVL 3-18 TO: CLL [Signature] CF: DPTY _____
2. SALL-XO _____

A. CONGRESSIONAL TRAVELERS	TITLE	SSN	CLEARANCE
1 Jennifer Hargon	MLA-Rep		
	McCollum		
2 Jeff Jones	MLA-Rep		
	Bartlett		
3			
4			
5			

B. PROPOSED DATES OF TRAVEL: "ENTER PROPOSED DATES OF TRAVEL"
19-20 Mar 98

C. DESTINATIONS: "ENTER DESTINATIONS"
Lockheed-Martin Missile Facility & Litton Laser Facility Orlando, FL

D. PURPOSE OF TRIP/ARMY ISSUES TO BE ADDRESSED BY CMDR: "ENTER
PURPOSE OF TRIP/ARMY ISSUES TO BE ADDRESSED BY COMMANDER"
To receive briefings and tour missile and laser facilities in support of Army programs.

E. SPONSORSHIP: Committee _____
Sec/Army ✓ (invitational)

F. PROPOSED ESCORT: "ENTER PROPOSED ESCORT"

LTC Kathy Douglas

G. ADDITIONAL INFORMATION:

I. Commercial Flights Desired and Class: See Attached.

J. Military Flights Desired /Type of Aircraft: N/A

Branch Approval: ✓

Recv'd in Travel: 47 3/18/98

(OSA Form dtd 11/97)

[Signature]
DIVISION CHIEF'S SIGNATURE

ENCL 2

Department of the Army Comments

CONGRESSIONAL TRAVEL REQUEST FORM

TO: SECRETARY OF THE ARMY

ATTN: ADMINISTRATIVE ASSISTANT

TYPE OF ORDERS: CONUS (98-95M)

PARTICIPANTS: **TITLES** **CLEARANCES**

Ms. Jennifer Hargon
and party

MLA-Rep McCollum

MODE OF TRAVEL: Commercial Aircraft

DATE OF TRAVEL: 19-20 March 1998

LOCATION: Orlando, FL

PURPOSE: Receive briefings on missile and laser
facilities supporting Army programs

ESCORT OFFICER: LTC Kathy Douglas

AUTHORITY: SEC/ARMY

FOR THE CHIEF OF LEGISLATIVE LIAISON:

for Mary B. Patis
ANDREA B. BUEL
Chief, Congressional
Operations Division

ENCL 2

Department of the Army Comments

NOTIFICATION OF PROPOSED CONGRESSIONAL/TDY TRAVEL

THRU: 1. SALL-TVL 12.3.97 TO: CLL [Signature] CF: DPTY _____
2. SALL-XO 820.445

A. CONGRESSIONAL TRAVELERS	TITLE	SSN	CLEARANCE
1 Richard C. Shelby (R-AL)	Senator	[REDACTED]	
2 Dr. Taylor Lawrence	Staff Dir	[REDACTED]	
3 Mr. Pete Dorn	PSM	[REDACTED]	
4			
5			

B. PROPOSED DATES OF TRAVEL: 26 January 1998

C. DESTINATIONS: Huntsville, Alabama

D. PURPOSE OF TRIP/ARMY ISSUES TO BE ADDRESSED BY CMDR: Attend the opening ceremony and conference at the new headquarters of MSIC - Missile Intelligence Command at Redstone Arsenal

E. SPONSORSHIP: Committee XX
Sec/Army _____ (invitational)

F. PROPOSED ESCORT: COL Randall D. Bookout

G. ADDITIONAL INFORMATION: Request departure from Andrews AFB at 0700 with return departure from Huntsville at 1300.

H. Installation POC name/telephone number:
Installation POC level of Command:
Installation Senior Officer/telephone no:
CLL not to call:

I. Commercial Flights Desired and Class: None

J. Military Flights Desired /Type of Aircraft: C-21 aircraft

Branch Approval:

Recv'd in Travel: 4D 12/3/97

[Signature]
DIVISION CHIEF'S SIGNATURE

(OSA Form dtd 11/97)

ENCL 1

Audit Team Members

This report was prepared by the Acquisition Management Directorate, Office of the Assistant Inspector General for Auditing, DoD.

Thomas F. Gimble
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Deborah L. Carros
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Jennifer L. Zucal
Wendy Stevenson

INTERNET DOCUMENT INFORMATION FORM

A . Report Title: Training and Doctrine Command Services and Support Provided to Members and Employees of Congress

B. DATE Report Downloaded From the Internet: 12/28/99

C. Report's Point of Contact: (Name, Organization, Address, Office Symbol, & Ph #): **OAIG-AUD (ATTN: AFTS Audit Suggestions)**
 Inspector General, Department of Defense
 400 Army Navy Drive (Room 801)
 Arlington, VA 22202-2884

D. Currently Applicable Classification Level: Unclassified

E. Distribution Statement A: Approved for Public Release

F. The foregoing information was compiled and provided by:
DTIC-OCA, Initials: __VM__ Preparation Date 12/28/99

The foregoing information should exactly correspond to the Title, Report Number, and the Date on the accompanying report document. If there are mismatches, or other questions, contact the above OCA Representative for resolution.